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ABSTRACT

The 3-year Citizen Leadership Program was designed to develop citizen-directed planning in Wisconsin. The first year focused on citizen involvement in land use planning; the second year, on community goal setting; and the third year, on community development projects. A representative group of 30 citizens participated in the program's workshops and seminars and developed leadership skills that allowed them to develop and publish land use recommendations; inform citizens, local government leaders, and planners about land use alternatives; analyze community social and economic opportunities; organize community forums about development alternatives; and work with local leaders and agencies to address community development projects. Project leaders also organized a rural development conference and a series of information packages on key community development concerns. The program's objectives were met, although evaluators had recommendations for improvements. The program report also includes eight 3- to 7-page summary sheets that give information regarding the power of participation, community problems and needs, organizing community members, holding meetings, starting to work on community problems, problems of community involvement, information dissemination, and program follow-up and evaluation. (SB)

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Citizen Involvement in Rural Community Development

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A Three-Year Study by Sigurd Olson Institute

NORTHLAND COLLEGE ASHLAND, WISCONSIN

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USER'S MANUAL: SIDE ONE - Three year summary report
SIDE TWO - Summary sheets detailing public involvement techniques

1 Participation = Power

2 Finding out about problems and needs

3 Getting organized

4 Meetings, meetings, meetings

5 Getting to work

6 Problems and pitfalls

7 Getting the information out

8 Follow-up and implementation

(Editor's Note: The ultimate goal of the Citizen Leadership Program was citizen-directed planning. In order to accomplish that goal, project leaders designed a process which covered a period of three years. The first year dealt with citizen involvement in land use planning; the second year with community goal-setting; the third with community development projects).

YEAR one

THE PROBLEM

Many residents of northwestern Wisconsin felt that major land use decisions are made by (1) large corporations associated with paper, lumber or mining industries which have their headquarters in large urban centers, and (2) politicians from the populous southeastern region of Wisconsin whose constituents use the North as their playground for tourism and second home sites. However, local units of government had the prerogative to plan and control land use. The program assumed if they were prompted to do so by informed and concerned citizens, they would exercise those powers. The purpose of this program was to reduce citizen apathy and increase public participation in public decision-making in general and land use planning in particular.

OBJECTIVES

The objectives of this program were to:

- –Increase the awareness of a portion of the local population of Ashland and Bayfield Counties to the land use issues that exist in the area.
- –Help those citizens understand the decision-making process which resolves such issues.
- –Facilitate their participation in the land use planning process.

TECHNIQUES

The program was designed to provide a forum for discussion and to equip area residents with the tools to make their views known. It was important to develop a specialized program for all involved.

Potential participants were suggested by County Zoning and City Planning Committee members and other decision-makers. Area citizens offered their suggestions. Potential participants suggested other people who might be interested. Through these efforts, the Institute developed a list of nearly one-hundred Ashland-Bayfield County residents. Project staff wanted the group to be broadly representative of the two-county region in interest, background, age, attitudes, and geographic distribution. The Institute sought involvement from each town, village and city to ensure broad representation from throughout the two counties. The Institute sought citizens who were active in community projects, had an interest in decision-making, and were identified as potential leaders.

The Institute first contacted citizens by mail and scheduled follow-up interviews in the participants' homes. During these informal sessions, an interviewer explained the idea behind the program, sought the participant's thoughts about content and design, and discussed their specific interests and background. After participant interviews, thirty people decided to become involved. Institute personnel used the feedback and reactions to determine what information would be useful to them. Six program topics were identified and developed into evening seminars or Saturday workshops. Those sessions covered the following information:

- –Land Use and Fiscal Policy
- –The Land Base: Its Limitations
- –Tools for Controlling Land Locally
- –Land Use Pressures
- –The Decision-Making Process
- –Tools and Techniques for Influencing Decisions

INFORMATION SESSIONS

The seminars occurred monthly. Prior to each training session, participants were sent a letter explaining the topic and the names of resource people who had been invited. Based on information gathered during participant interviews, the resource people were well-briefed ahead on the make-up of the group, their expectations and those of the project coordinators. The sessions began with informative presentations by resource people. Presentations seldom went beyond twenty minutes without a break. During each session, time was set aside for small group discussion on the topic. Sample questions were provided for each small group although the groups were free to discuss questions they felt important; the lists were merely suggestive. Each group was assigned an impartial recorder who attempted to record discussion verbatim.

Following each session, a summary appeared in local newspapers under the feature heading, "Losing Ground: A Dialogue on Land Use Decisions". Prior to the first session, Institute personnel telephoned the editors of area newspapers to discuss the purpose of the series, which was to disseminate the information to a wider public, and second, to demonstrate to participants that their contributions and involvement were important and newsworthy.

SMALL GROUP DISCUSSIONS

In the final session, a structured group technique known as the nominal group process was used and a communication specialist acted as a facilitator. In nominal group process, participants work in groups of five to ten with all group members addressing the same problem or question. The facilitator presides over the group, guiding the interaction, but not contributing to the information generated or evaluated. First participants silently record their thoughts on a topic, then share their responses with the group in a round robin fashion. All responses are recorded. After a brief clarifying discussion on each idea generated, participants rank responses to determine group priority items.

RESULTS

The Citizens Leadership Program involved thirty citizens who were broadly representative of the two-county area in terms of interest, background, age age, attitude and geographic distribution. Based on their information needs, a series of two daylong workshops and four information seminars were conducted.

July - November
Identification of 30
Program Participants

November - February
Information Seminars
on Land Use Planning

March - May
Formulation of Citizen
Recommendations on Land
Use Planning

At the end of the year, participants developed a series of recommendations both on land use issues affecting the two-county area and on citizen participation. These recommendations were published as "The Citizen's Perspective on Land Use Planning" and mailed to participants, area decision-makers, and various state agencies.

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Highlights from "The Citizen's Perspective on Land Use Planning"

DECISION-MAKING BODIES SHOULD:

- --Use local news media as a means of improving communications with citizens and educating the public on important issues.
- --Appoint an environmental or planning committee in each township or community.
- --Initiate an outreach effort to inform the public about what is being considered.
- --Hold regular public meetings with area citizens and news media.
- --Bring more agency personnel closer to the people--away from Madison and Washington.
- --Appoint more citizen advisory and study committees to assist land use decision-makers.
- --Hold public hearings to determine citizen views before policies are written.
- --Publish agendas of all meetings which affect land use.

CITIZENS SHOULD:

- --Elect representatives who are responsive to citizen concern.
- --Educate friends and neighbors to the workings of the decision-making process.
- --Attend public meetings and make opinions known to decision-makers.
- --Identify groups with common interest and work through group action.
- --Work through local news media, TV, and newspapers to improve communications between fellow citizens and decision-makers and to educate the public on important issues.
- --Become more involved with Town, County, and State affairs to make needs known.

EVALUATION

The program was independently evaluated by the Northwoods Environmental Institute of New Berlin, Wisconsin. Excerpts from their evaluation include:

"Much of the success of this education project can be attributed to the design of the program itself. The background survey of the community land use situation, the recruitment of potential citizen leaders and the individually tailored program all contributed to the high degree of motivation still in evidence by the end of the training session."

"While the approach to information distribution was highly effective, a few citizen participants felt that too much time was spent on discussion aspects and not enough on issue explanation."

"We would recommend the continuance of small group discussions, the nominal group process and the advance distribution of discussion questions. All citizens felt these processes were helpful in maintaining interest and dispersing information."

"...the use of local resource people to disseminate information was not only highly effective and efficient, but established a familiarity between the involved citizens and resource consultants which will aid both in future correspondence and contact."

In summarizing their comments, the evaluators stated: The citizen training program in land use planning processes...was an excellent program in citizen education. The program reached a clientele that had not been previously involved in land use decision-making, directly involved the participants in the discussions, and was highly effective in disseminating the necessary background information to these citizens.

LAND-USE PLANNING AND POLICY:

THE CITIZEN PERSPECTIVE

A series of recommendations formulated by citizens in Ashland and Bayfield Counties

June, 1975

Sigurd Olson Institute of Environmental Studies

Northland College
Ashland, Wisconsin

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YEAR two

THE PROBLEM

During the first year of the Citizens Leadership Program, participants focused on existing problems and ways which could lead to solving those problems. However, if local citizens and decision-makers are to have a significant influence on the future of their communities, then long-range planning and development alternatives must be taken into consideration. Therefore, the participants recommended that a cross-section of each township should be heard from, that community reactions should be recorded, and that county officials and regional planners should be informed of those ideas. The purpose of the second year's program was to involve local decision-makers and citizen leaders in the identification of community goals, opportunities and alternatives.

OBJECTIVES

The objectives of this program were to:

- --Identify the community's goals and values.
- --Analyze the community's social and economic opportunities and alternatives.
- --Inform area citizens and decision-makers of the limitations which determine growth options.
- --Determine the priorities for alternative plans among the citizen group.
- --Inform the broader citizenry of the region, local officials and planning bodies of citizen preferences.

TECHNIQUES

Two informational sessions were scheduled at the beginning of the second year to explore future development alternatives. Prior to each session, information on various plans and programs was summarized and mailed to the participants. During the first session, a panel of citizens served as the resource people. In the second session, local officials, representing a geographic spectrum of the two-county area, addressed their approaches to community planning. Each session was moderated by the local planner. A vital component of the training program was the recognition of the citizen leaders and their area decision-makers as "local experts".

Over the next three months, Institute personnel worked individually with each participant to help them further their skills. Citizen leaders were asked to complete a community analysis survey which gathered information on their community's history, people, physical characteristics, economy, organizations and communications network. In addition to this, a formal meeting was set up between each citizen leader, Institute personnel and appropriate local governing bodies in order to better understand the problems, needs and possible futures of individual communities.

Prior to each meeting, a letter was sent to each local official explaining the intent of the program. It was stated that the citizen leaders would call them to set up a meeting to discuss development alternatives. At each meeting, which occurred in the local town or city hall, the citizen leaders explained their involvement in the project and led the discussion following their presentation.

After the participants met with their local officials, they attended two seminars on techniques to obtain citizen opinion. At these sessions several ideas were suggested by the participants:

-Local people should be questioned on specific problems and issues facing their communities.

-County and town boards should be contacted for their perceptions of local issues.

-Summaries of pertinent land use and community development information should be sent to town, city and county officials.

--A locally-designed survey should be conducted to get a general indication of how people feel about the development of their communities.

The citizen leaders felt that in-depth surveys could be used to obtain a sampling of attitudes about community attitudes, but only if those surveys are designed and conducted by local people, who know the people, the language, the types of issues and, most important, how to interpret and followup with the information.

THE OPINIONNAIRE PROCESS

Based on their concerns, the citizen leaders decided to use a technique to gather ideas about what local people would like to see happen. The technique is called the "opinionnaire process". The opinionnaire is similar to a questionnaire. It solicits opinions, not facts. It asks for feedback on future issues. The purpose of an opinionnaire is to act as a clarifying tool. Decision-makers can use input resulting from an opinionnaire to help give attention to what constituents feel are important local issues. It is, then, a learning tool that helps people share ideas, concerns and possible solutions.

The development of such an opinionnaire for use in Ashland and Bayfield Counties began at an evening seminar. The citizen leaders worked in small groups of five to eight people. The group wanted to make the opinionnaire conform to several guidelines:

- -Issues should be of significance to the people in the two-county area.
- -Statements should contain only one issue or alternative.
- -The statements must be written in an objective way and clearly stated.

With these guidelines in mind, the citizens began writing opinion statements. The statements addressed issues of community concern. They included: Lake Superior Fishery, Forestry, Tourism, Mining and Agriculture. Citizen leaders tested the draft of the opinionnaire on themselves. After filling out their responses to each opinion statement, they altered or changed any unclear or biased statements. The end result was a polished opinionnaire ready for use in communities throughout Ashland and Bayfield Counties.

COMMUNITY FORUMS

In consultation with their local officials, the citizen leaders then set up several community forums in their respective towns or cities. They developed a mailing list of key individuals and officials who would receive a personal invitation. They distributed posters announcing the "Town Meeting on Alternative Futures" throughout the area. The Community meetings followed a three-step process:

(1) -Pamphlets outlining development alternatives were handed out and discussed.

(2) -The nominal group process was used to solicit responses to the question, *"What services should be developed or expanded, or what needs or concerns should be addressed in your community in the future?"*

(3) -Finally, participants individually answered the citizen-designed opinionnaire.

Over one-hundred people attended the meetings which were held in seven communities throughout the two-county area. Citizens who came to the meetings represented different ages, backgrounds, attitudes, places and lengths of residence.

RESULTS

The second year in the Citizen's Leadership Program involved the thirty participants identified as potential citizen leaders. The goal of the second phase of the program was to involve local decision-makers and area citizens in the identification of community goals and alternatives. Therefore, a series of seminars, workshops and community meetings were conducted. The citizen leaders attended two seminars which discussed the local perspective on future growth options. Following these seminars, staff members and participants attended various town meetings to explain this program and to obtain more specific information of the individual townships. Three workshops were then conducted for the citizen leaders on methods to ascertain citizen priorities for growth alternatives. The workshops included community surveys, the opinionnaire process and small group discussion techniques. Following these sessions, the citizen leaders decided to organize several community meetings to obtain area opinions on the social and economic futures of the North Country. At these community meetings, over one-hundred people answered a locally designed opinionnaire which explored future trends. The nominal group process was used to explore specific community needs.

November - January
Seminars on Growth
Options

February - April
Attendance at Town
Board Meetings

March - May
Workshops on Public
Communication Techniques

June
Community Forums
on Growth Options

At the end of the second year, the participants' recommendations and a summary of the community forum discussions were published as "People and Planning in the North" and mailed to program participants, area decision-makers and various state planning agencies.

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Highlights from "People and Planning in the North"

ON PLANNING:

--What we need is cross-community planning with citizen participation.

--First, we must survey the natural resources and then design a comprehensive development plan.

--Local planning and control is needed.

--There should be an ombudsman to facilitate public involvement in planning.

--We need to establish goals and community priorities.

--We must develop a comprehensive land use plan, an in-house plan using area people.

--Education and continual education for local residents is needed to the end that they can plan and provide for their own well-being, within their own means and capacities with a minimum of interference and help from outside agencies.

--Public hearings which affect local land uses must be held locally.

--Too many local meetings are held during the coldest winter evenings. More of these meetings for citizen involvement should be held in the spring, summer or fall.

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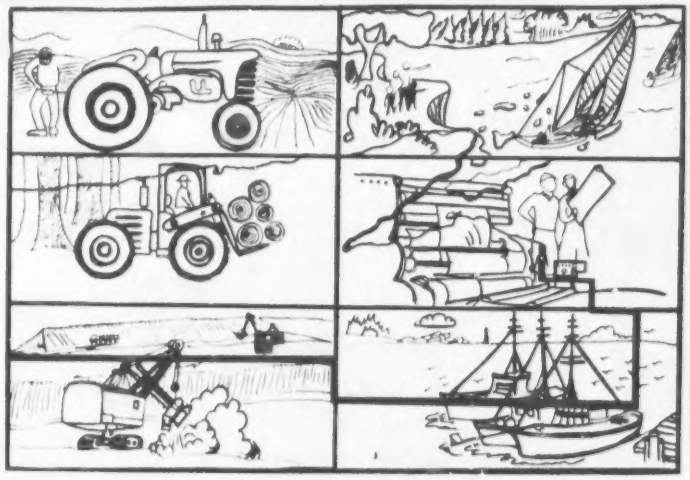
PEOPLE and PLANNING in the NORTH



JUNE, 1976

CONDUCTED BY AREA RESIDENTS
and the SIGURD OLSON INSTITUTE

FUNDING PROVIDED BY TITLE I,
HIGHER EDUCATION ACT OF 1965.

ON PARTICIPATION:

--The increase in agency "red tape" and restrictions are discouraging to citizen's involvement. Hence, an easier access is needed.

--An educational program for elected officials is needed stressing the benefits of public participation.

--More contact is needed between city and country groups to solve and discuss mutual problems.

--Government programs should be developed with local people expressing their needs.

--People should be elected to local and county levels who are concerned about the future.

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EVALUATION

An independent evaluation was completed by the Northwoods Environmental Institute of New Berlin, Wisconsin. Excerpts from their evaluation:

"Citizen-directed planning is still a long way off in this two-county area. However, a significant, positive step was made toward that ultimate goal."

"The citizens who were involved in the program have developed a new confidence in their own abilities to evaluate and express community concerns. In addition, citizens have already begun to discover the identity of those concerns within their own communities."

"Seven separate meetings have been conducted by the participants in their own communities. These forums generated local input from a broader group of residents as to desired social and economic futures."

In short, the feeling shared by project evaluator, participants and coordinators is that the project objectives were met with respect to the citizen leaders and participating communities, but were uncertain about their effectiveness in dealing with the broader citizenry of Ashland and Bayfield Counties. Of those directly involved, participation was as high as projected. Major recommendations concerning the problem of reaching more people include: wider distribution of project materials and continued efforts to conduct sessions with citizens in their own communities.

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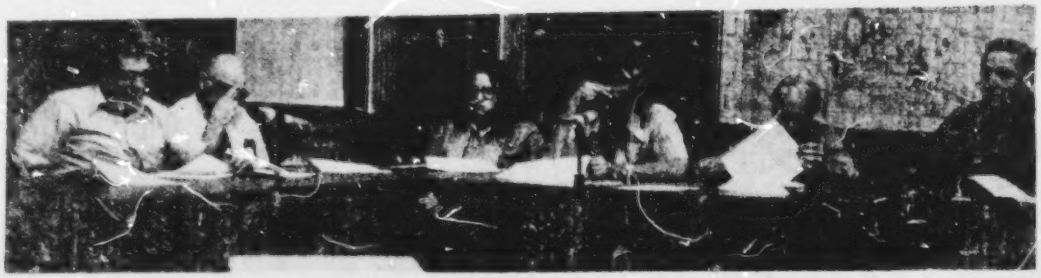
YEAR three



THE PROBLEM

The ultimate goal of the Citizens Leadership Program was the involvement of citizens not currently active in local policy making. Up to this point in the program, intensive efforts were made to inform and involve a group of thirty residents in various land use and community planning activities. While the program participants developed their own abilities to evaluate and express community concerns, information on these topics was not being adequately communicated to local officials and the broader citizenry. There was a reluctance on the part of many residents to attend public hearings or town meetings, and consequently, their opinions were not included in community plans or land use decisions. Building on past experiences, efforts in the third year of the project were directed toward assisting the thirty citizen leaders in working with local officials and area residents on various projects and disseminating information on land use and community planning to the general public.

OBJECTIVES

The objectives of the program were to:

Assist citizen leaders and their community organizations in working with town boards, local officials, and planning bodies.

Coordinate the exchange of information on community development problems between citizen leaders, community organizations and local officials.

--Identify area community information needs (especially with the participating townships).

--Develop and obtain the necessary information on community development and distribute this information to rural residents and town boards.

--Test citizen participation techniques already developed to involve the broader citizenry in the decision-making process.

TECHNIQUES

Two workshops were scheduled at the beginning of the third year to provide additional training for the thirty citizen leaders. Community development specialists were asked to discuss organizing and publicizing a community development event, and a public participation consultant was asked to examine ways to involve citizens in community planning. Following their presentations, the participants sought specific advice on projects with which they were involved. The workshop also provided an opportunity for participants to share ideas on what they have found successful in addressing community problems. This last element of the workshop was an important step for citizens to recognize their own expertise as citizen leaders. The information gathered at the training workshops provided citizen leaders with the necessary skills to work more effectively in their communities. Over the course of the year, Institute personnel assisted the citizen leaders in working with their local officials on several community projects. A brief description of these projects and the procedures that were used follows.

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ADVICE ON COMMUNITY INVOLVEMENT

Citizen leaders in two communities invited Institute personnel to discuss several public involvement methods at their planning meetings. One meeting concerned a comprehensive plan update, the other Town Meeting '76. The process used for both was similar. At each meeting, the citizen leader introduced the current project and described his role in the Leadership Training Program. Institute personnel were then introduced and discussed various public involvement techniques with the Planning Committee members. Two elements were important in these sessions:

--The Citizen Leader initiated the meeting and thus was placed in a leadership role.
--Planning Committee members were asked how they would like to have citizens involved.

After they defined the scope of public involvement, a variety of techniques were described and discussed. This element was important because the Planning Committee, the citizen leader and the Institute, as a consultant, worked together to design the public participation program.

SMALL GROUP DISCUSSIONS

Citizen leaders became familiar with a number of small group techniques in the first two years of the Leadership Training Project. In discussing the need to obtain public opinion for two community projects (an economic development plan and a youth recreation program), they felt the nominal group process should be used.

ECONOMIC DEVELOPMENT PLAN

The Steering Committee of a harbor development study requested assistance in developing a public involvement program. At the planning meeting, an agenda was prepared for the upcoming public meeting, stressing processes which would enable participants to contribute to the design of the harbor plan. It was decided the meeting would include:

--A brief introduction to the problem and why citizen advice was needed.
--An overview of the Nominal Group Technique.
--Small Group Discussions, using the Nominal Group Technique.
--Large group meeting to share priorities.
--A summary of how the information would be used.

Various publicity techniques were also discussed. The Steering Committee decided to:

--Identify interested people and send them personal invitations.
--Work with local news media to run feature stories and meeting announcements.
--Telephone key individuals to ensure their participation.

At each public meeting, the guidelines were set for small group discussion and the citizen leaders served as group facilitators.

YOUTH RECREATION PROGRAM

A City and Youth Advisory Council requested assistance in soliciting citizen input concerning the goals and guidelines for their Civic Center. The format publicity techniques employed for this community project were similar to those used in the public meetings on the economic development plan. However, there was one significant difference: the Planning Committee decided that twenty to thirty community memebers should be trained in the use of nominal group technique and act as facilitators for the public meetings. To accomplish this task, program personnel worked with the Planning Committee to identify the community members and to design a training program. Several criteria were established regarding the facilitators:

--They should have an interest in the project.
--Various age groups should be represented.
--They should have the ability to record the information objectively and to be sensitive to the individuals and their ideas.

At the training sessions, a handout sheet on the nominal group process was presented to the community members. They reviewed each step of the process. After a brief question and answer period, a mock public meeting was held. At this meeting, program personnel served as facilitators and the community members played the role of citizens. They were encouraged to interrupt any part of the meeting to ask questions about the process. At the end of the training session, the group reconvened to discuss any problems and their roles in the upcoming public meetings.

CITIZEN WORK GROUPS

Citizens and officials working on a comprehensive planning conference for their communities needed to collect local information on land ownership, employment, population and community support. In consultation with Institute personnel, they decided to organize citizen work groups to gather the information.

A letter went out to all residents informing them of the work that needed to be done, and asking for their participation in the process. At the first organizational meeting, Institute personnel outlined four general objectives in establishing the work groups:

--Involve citizens who are aware of the basic problems facing their communities.
--Define the scope and sources of the identified problems.
--Educate work group members as well as the general public.
--Lay the groundwork for proposal action at the planning conference.

In addition, work group responsibilities were outlined. Citizen members were expected to attend the meetings; keep files on the information presented, collect local data and contribute questions and suggestions. The responsibilities of Institute personnel were to arrange meetings; provide resource people and research material, and help members draft a report.

After the introduction, the citizens were asked to break into four groups, based on their interests. An Institute staff person was assigned to each group.

Four tasks were to be accomplished at this meeting:
--Find a chairperson to conduct the meetings.
--Review the problem.
--Discuss and prioritize tasks.
--Assign homework!

At subsequent meetings, which generally ran two hours, citizen leaders reviewed background material, shared their homework and discussed how to use the information.

TRADITIONAL APPROACHES TO PUBLIC PARTICIPATION

In setting up the public participation component for a two-country transportation plan, two traditional approaches were used: a citizen's advisory committee, and a public meeting. While the format for Advisory Committee work and public meetings was well-established, three new elements were successfully introduced:

-Planning Consultants contacted an existing area planning committee to work -with them on the project and organize a subcommittee which served as the Advisory committee.

--Technical memorandums were summarized and mailed to Advisory Committee members a week before each meeting.
--In cooperation with area newspapers, feature stories were written to build interest in the transportation plan.

At the conclusion of the planning process, committee members felt that the public meetings could have been more effective. They suggested that small group discussions and opinion surveys be used to encourage greater citizen input.

GETTING THE INFORMATION OUT

The final step toward increasing public involvement in land use and community development issues was to provide a wider range of people with access to information. Working with citizen leaders, local officials and area resource people, the following community interests were identified:

--Business and Industry
--Community Development Processes
--Citizen Participation Techniques
--Community Recreation
--Health Services
--Land Use Planning and Zoning
--Sewer Systems

Based on these interests, Institute personnel decided on two approaches to disseminate the information: a conference and information packages.

RURAL DEVELOPMENT CONFERENCE

Institute personnel formed a Planning Committee to guide the development of the conference. Committee composition included individuals who would provide assistance to the workshop; would continue the educational process begun at the workshop; would interact with participants after the conference; and were citizen leaders. Two planning meetings were held where the purpose, audience, location, time and content were determined.

The purposes of the conference were to provide information to participants on a one-to-one basis, and to provide a forum to exchange ideas and solutions among area officials/citizens and the resource people. Therefore, an agenda was designed to include a high degree of local and regional participation and involvement. Traditional formal presentations were avoided. Small group discussions were used in the following manner:

–The nominal group technique was used to assess rural development information needs of the workshop participants.

–A discussion took place which generated questions on grantsmanship. The panel on grants answered these questions in the afternoon session.

–Problem-solving clinics were organized where one-to-one counselling took place on various rural development topics.

More than twenty rural development specialists were invited to share information with workshop participants. In addition to these professionals, several local people were asked to discuss their experiences. Through this process, conference participants were exposed to state and regional resources on a personal basis and were introduced to area residents who had developed expertise in the area of rural development.

INFORMATION PACKAGES

Based on responses to information needs at the conference and discussions with citizen leaders and local officials, the Institute decided to assemble information packages on key community development concerns. The packages were designed to:

–Provide step-by-step instruction.

–Give the how, who, and where of information gathering and application.

–Include names and addresses of people and agencies who offer assistance in community problems.

A local librarian was hired to assist project personnel design the information packages.

The packages were assembled in the following manner:

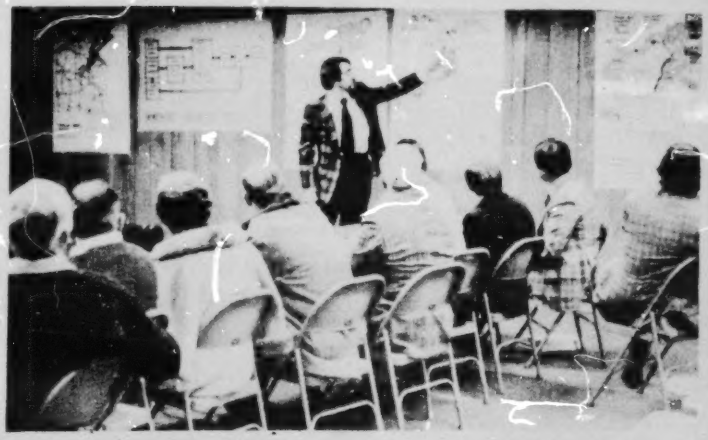
–Pamphlets, brochures and papers were collected on each community development topic.

–The librarian read each item and initially sorted those items most appropriate for the audience and scope of the project.

–Once all information was collected, a final packet was developed.

–Each packet contained general information on the topic, specific techniques on processes, examples of projects, and information on where to obtain technical or financial assistance.

–All packets contained a user's guide, a list of materials contained in the packet and the address where people could obtain a a copy, a list of available information packages and an evaluation questionnaire.



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After printing, Institute personnel contacted the area library system to solicit their help in disseminating the information packages. Packages were mailed to each branch library and bookmobile system in a four-county area. In addition, packages were sent to county extension offices and the regional planning commission. Project personnel felt it most likely that citizens and officials would contact those offices for community development assistance.

RESULTS

Efforts in the third year of the Citizens Leadership Program were directed toward involving the broader citizenry in the decision-making process. Two seminars on community planning and public communication techniques were held at the beginning of the year. These seminars provided additional training for the citizen leaders before they worked on existing projects in their own communities. From that point on, they worked with Institute personnel in applying those techniques to seven community planning processes, involving over 250 citizens. In order to further disseminate information on land use and community planning to the general public, a rural development conference was held. Based on information needs presented at the conference, a series of seven information packages were assembled. The packages were distributed through the library system and mailed to county extension agents and planning agencies.

December - February
Training Seminars on Community Planning

March
Rural Development Conference

June
Distribution of Information Packages

February to May
Assistance on Community Projects

EVALUATION

An independent evaluation was completed by a professor of political science who specializes in community outreach programs. The evaluator prepared a four-part evaluation designed to obtain participant comments on program effectiveness and to solicit recommendations for strengthening future programs. Excerpts from the evaluation include:

"The program showed us how to get people involved and I believe the methods could be used in many aspects of our community life."

"More needs to be done in getting more people actively committed to the many tasks of effectively maintaining the community. The burden is being carried by the same small numbers of people."

"There needs to be more awareness and sensitivity to community political, social and economic realities. Staff all too often represents an "outside academic" approach to public problem-solving, in many instances reflecting an advocacy, predetermined attitude that can threaten or turn off locals!"

"Techniques for obtaining volunteer citizen staffing should be explored. Working committees will be effective in expanding the public to be served."

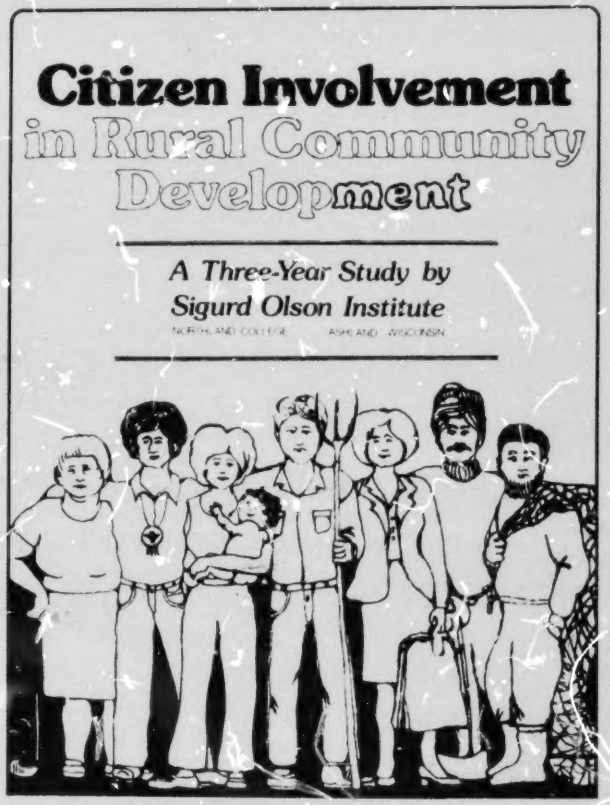
"The program must continue to reinforce the skills which participants have already learned."

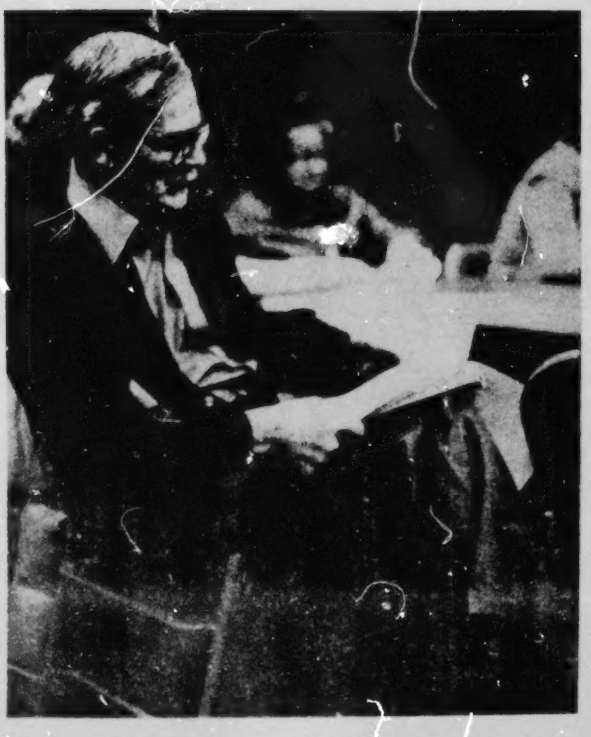
"Staff attempted to be as open as possible in their public meetings. High average responses had to do with questions on usefulness of information provided, skills development, and meeting community needs."

The feeling shared by project evaluator, participants and coordinators is that while the project objectives were met, academic approaches to community problem-solving can, at times, alienate local people. Project coordinators discovered that public communication techniques can, in fact, be counter-productive when the facilitators (or staff) employ these techniques without highly visible local assistance. To be effective, local officials or citizen leaders should initiate and deliver the public communication process. The training of these local resources, then, is far more important than delivery of techniques by "outsiders".

A final note . . . The techniques and processes used to increase public participation in public decision-making in northwestern Wisconsin can be applied readily to other communities, institutions of higher learning, planning bodies and government organizations. However, a few basic operating principles are important. The following ideas constitute the Institute's advice to others (citizens, local officials, planning agencies, professionals) who plan to design a public information program.

1. Take time for personal one-to-one contact and make sure individual needs are met.
2. Select those individuals who are genuinely interested in the subject matter, then build on that base to expand programming to the broader citizenry.
3. Listen to what participants have to offer, then build their concerns into the program. Let them direct you.
4. Keep things concrete and avoid academic discussions and verbiage. Stick to the problems at hand.
5. Tie into already existing programs to strengthen your program and ensure follow-through.
6. Exchange ideas with people doing similar projects. This exchange can often produce innovative changes in your program.
7. Be candid. Let participants know what's to happen ahead of time. Never spring a "hidden agenda" on them.
8. The participants all have something to offer and want to contribute. Be sure to schedule opportunities aimed at drawing out such contributions.
9. Keep local decision-makers informed on the progress of your program and encourage their involvement.
10. Add a few thank you's, mileage reimbursements, well-planned coffee breaks.
11. Keep in touch with participants through phone calls, letters with additional information, an occasional visit.
12. Train area residents in public communication processes rather than doing it yourself.





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SUMMARY SHEET one — Participation - Power

THE PARTICIPANTS AND THEIR MOTIVES

An essential aspect of government, for and by the people, is the concept of citizen participation. In the process of policy making, monitoring, and implementing, citizens participate in various ways. Some, according to the subsystem proposed by Finkey and Hickey, participate as decision and policy makers, others as advocates or implementors of policy, others as interpreters of the long-and short-range effects of policy, but most merely participate as reactors to negative and positive impacts or potential impacts of decisions made by someone else.

Citizen participation can be a process for redistributing power to those citizens presently excluded from political and economic processes (the reactors). Through participation activities, those citizens can be guaranteed a place in future decision making activities. They can do that by finding out:

--How information is shared

--How goals and policies are determined

--How programs operate

--How contracts and patronage are granted

--How to successfully form demands

--How to communicate those demands to authorities

*adapted from Arnsteen

Citizen participation can therefore provide a way for citizens to share more equitably in the benefits of society and to bring about needed social reform.

Policy makers, agency personnel and planners (the advocates) generally attach other values to citizen participation activities. To them citizen participation is a way to:

--Determine the needs of the public and their clientele groups

--Determine values and attitudes of the public

--Eliminate conflict

--Gain support for existing policies

--Get feedback

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Those who serve in the interpretative role in the arena of decisions are generally neutral parties whose task is to digest, repackage, and distribute information on the impact or potential impact of policy decisions and areas of conflict and controversy to various "publics". The interpreters recognize that all economic and political conflicts are fought with information and endeavor at arming a broad based public with the facts.

In the Lake Superior Basin, the Sigurd Olson Institute has developed a reputation as an interpreter of information relevant to decisions of regional impact.

THE MANY PUBLICS

Often citizen participation activities are limited to a select group who may not be representative of broader public interest. Advocates often select their public from among existing decision making bodies or the more influential groups within a community. This is witnessed in rural communities where few citizens recognize the value of citizen participation and even fewer are skilled at communicating opinions to decision makers and policy implementors. Unfortunately, sometimes the only "interested" citizens are those already in decision making roles or those with something to gain or lose economically.

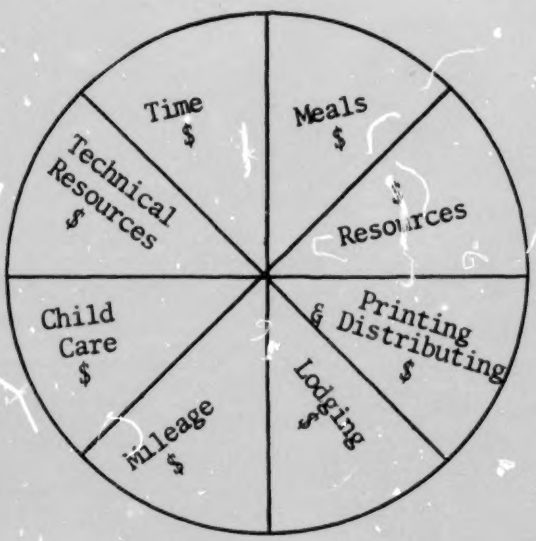
Citizen Continuum Adapted from Arnsteen

WHAT DOES CITIZEN PARTICIPATION INVOLVE?

Citizen participation activities are costly. They involve a commitment by management of both personnel and funding. Too often agencies and local government have given "lip service" to citizen participation programs. That is, they have failed to provide the dollars and the staff time for the development and follow through of effective citizen participation programs.

In the past, citizen participation activities have been ignored because their benefits were unproven. Now, however, with the emergence of a more informed and vocally expressive public, local governments, private corporations, and public agencies are all recognizing that the value of citizen participation far exceeds the cost.

Of course, citizen participation activities are costly for the public also. Those costs include time, resources, technical assistance, mileage, meals, child care, lodging, printing, and distributing materials, and they are seldom reimbursed.



However, most citizen participation activities fail not because of a lack of funds but because of a lack of information on how to be effective. A lack of funding can be overcome through the use of volunteer time and free resource help. A lack of organizational knowledge can not.

In designing programs and determining the scope of a citizen participation activity, ask:

WHOSE INTEREST DOES/SHOULD THE PROGRAM SERVE?

Decision makers, advocates, citizen reactors, interpreters.

FOR WHAT PUBLICS IS IT DESIGNED?

Special interest groups, the community minded, those immediately affected, all "publics".

WHAT IS ITS PURPOSE?

To gain support, to determine needs, to organize assistance, to block an action, to increase citizen power. Do you have objectives?

WHAT WILL IT TAKE?

Personnel, time, finances, citizen time, commitments, resource help, including technicians and lawyers, materials, and facilities. What are your restraints?

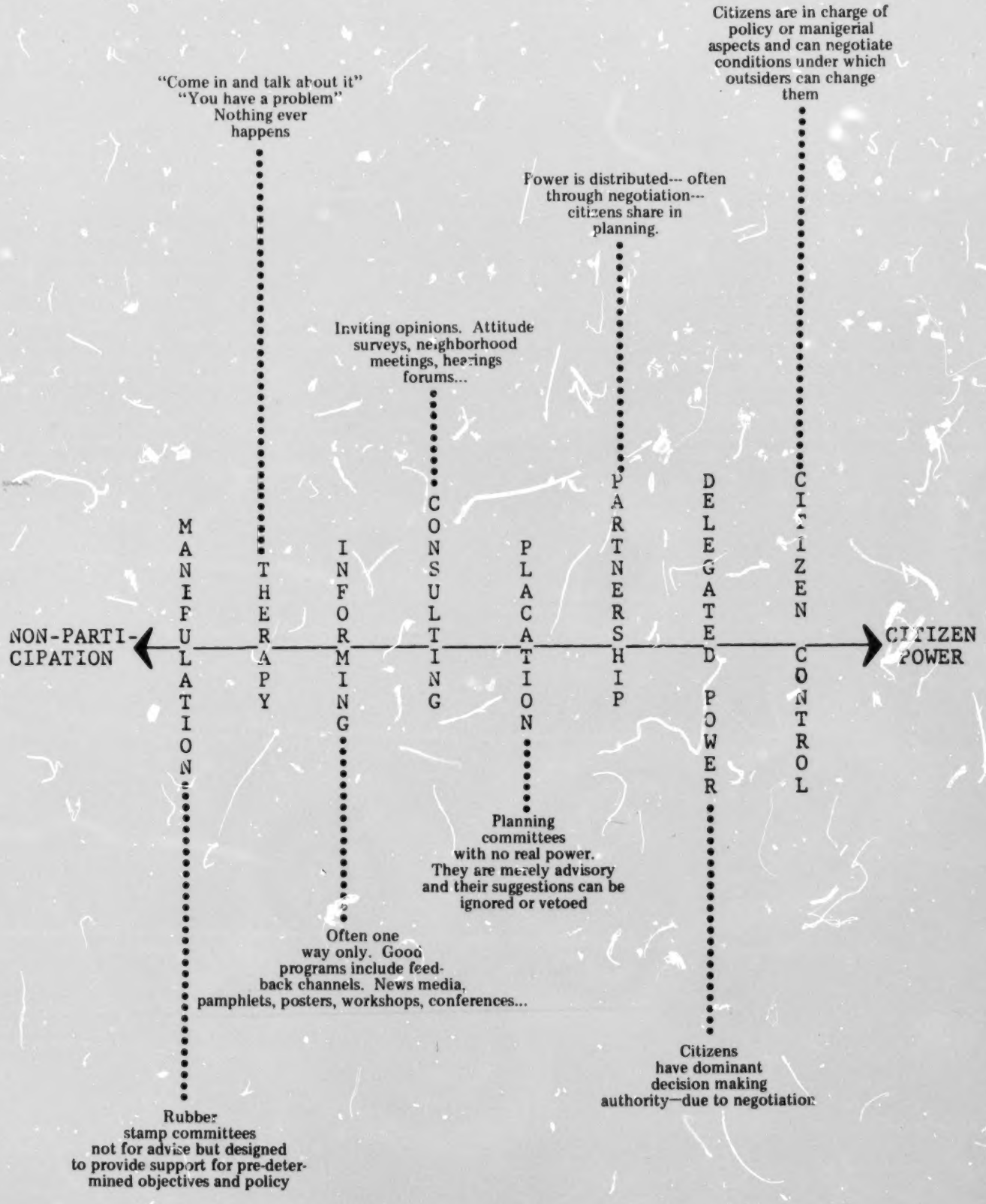
Once you have determined your objectives and restraints you can design or select a citizen participation process which will meet those objectives.

Remember, a process is how you solve a problem – in citizen participation – its the structure or form of interaction between decision makers, resource people, citizens and information. The content is the problem or solution.

PURPOSES, PROCESSES, AND ROLES, WHY, HOW, AND WHO?

Citizen participation techniques can serve varied purposes. They may be used to consult a public, to inform a public, or to work in partnership with one or more publics.

The following continuum proposes that the purposes of citizen participation form a continuum extending from non-participation to citizen power.


Citizens are in charge of policy or manigerial aspects and can negotiate conditions under which outsiders can change them
"Come in and talk about it"
"You have a problem"
Nothing ever happens
Power is distributed--- often through negotiation--- citizens share in planning.
Inviting opinions. Attitude surveys, neighborhood meetings, hearings forums...
NON-PARTICIPATION
MANIPULATION
THERAPY
INFORMING
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DELEGATED POWER
CITIZEN CONTROL
CITIZEN POWER
Planning committees with no real power. They are merely advisory and their suggestions can be ignored or vetoed
Often one way only. Good programs include feed-back channels. News media, pamphlets, posters, workshops, conferences...
Citizens have dominant decision making authority—due to negotiation
Rubber stamp committees not for advise but designed to provide support for pre-determined objectives and policy

SUMMARY SHEET TWO

Problems & Needs

People spend a lot of time discussing problems and needs of their communities, needs that affect their families...friends...neighborhoods...or their surroundings.

They are concerned about how decisions affect their lives today and how they will affect them in the near future. But, oftentimes conversations go in circles, ideas and solutions are tossed about and nobody really has a clear enough idea of the problem to actually DO SOMETHING about it.

HOW DO YOU FIND OUT ABOUT THE PROBLEMS AND NEEDS OF YOUR COMMUNITY? Begin by: DEFINING THE PROBLEM CLEARLY.

There are many ways you can discover what the problems are in your community...

- Talking to neighbors is a beginning. State the problem as a question and jot down their responses. Note differences in perceptions and expectations.

- Then, look in the newspaper and listen to the radio and television to gather more information. Start a scrapbook or file on the issue. Be sure to date all entries. Check into previous surveys and minutes of meetings on the topic.

- Find out how local officials and community leaders (service organizations, citizen groups, League of Women Voters) feel about the situation. MAKE AN APPOINTMENT TO DISCUSS IT WITH THEM AND JOT DOWN THEIR PERCEPTIONS. LISTEN FOR WHAT'S NOT BEING SAID, TOO.

After talking to several communtiy leaders and residents, the Institute had a list of problems to be considered in the development of a comprehensive plan. To make sure they had all the concerns they put up posters listing the problems in key places in town (post office, bank, stores, churches, bars). They left room for people to write more, suggested they send postcards with additional concerns or bring their thoughts to a meeting held the next week.

Often, more sophisticated techniques are used to define a need or problem.

OPINIONNAIRE

Definition - an informal survey method which focuses on attitudes or opinions of aspects of policy or decisions related to planning.

How It Works - opinionaire statements are develped by local citizens and are then completed by other community members.

Timeline - varies - depending on how many people are involved.

Use - useful for a quick assessment of local opinion on any community issue.

TOPIC - *Forestry*

Disagree
Agree

Forest lands should be used mainly for forest crop (timber, pulpwood production).

Recreation should become an increasingly important element in forest management.

Wildlife should become an increasingly important element in forest management.

In the future, more wilderness will be needed in Ashland and Bayfield County.

Landowners should have the right to clear-cut a forest.

Herbicides should have no place in forest management.

SURVEYS

Definition - a community self-survey is an inexpensive tool for obtaining an up-to-date picture of community needs.

How It Works - participants fill out questionaires at meetings or during individual home visits; results are tabulated and communicated to the community at large.

Timeline - several weeks - several months.

Use - widely used, varies with purpose, time, funds and help.

SAMPLE QUESTIONS

1. *How would you rate "your" community as a place to live? Compare with other communities!*
2. *What are your communities main health problems?*
3. *What are the main leadership problems and needs of this community?*

THRUST PROBLEM ANALYSIS

Definition - a group process technique for clarifying issues, studying dimensions of a problem and devising strategies for solving them through diagrams or analysis.

How It Works - participants fill out questionnaire (force field analysis) sharing with partners, developing strategy statements, and general discussion.

Timeline - one hour.

Use - group size 15-25, needs group facilitator familiar with technique.

PROBLEM: INADEQUATE PUBLIC TRANSPORTATION

Sample Questions

1. *If I consider the present status of the problem to be a temporary balance of opposing forces the following would be a list of forces providing a thrust toward change:*

   a. _____ *d.* _____
   b. _____ *e.* _____
   c. _____ *f.* _____

2. *The following would be a list of forces in counter thrust to change:*

   a. _____ *d.* _____
   b. _____ *e.* _____
   c. _____ *f.* _____

DEFINING THE SCOPE

After defining the need in terms everyone agrees on and understands, the problem should be analyzed. Based on conversations with people and information from the newspapers, make a "picture" of the problem by answering these questions:

HOW LONG HAS THE NEED/PROBLEM EXISTED?

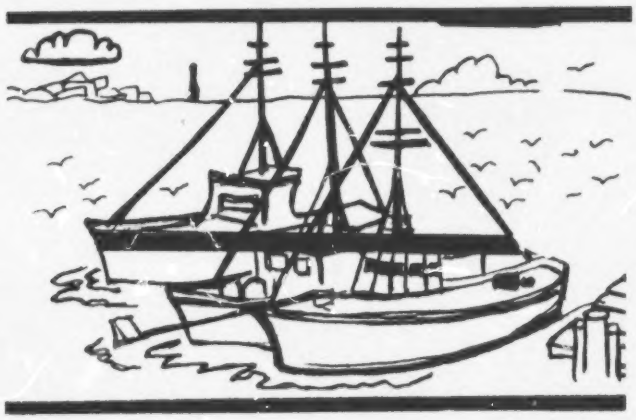
HOW AND BY WHOM WAS THE PROBLEM PREVIOUSLY ADDRESSED?

HAS IT CHANGED OVER THE YEARS?

WHO DOES IT AFFECT? WHAT AFFECTS IT?

WHAT ARE THE CAUSES FO THE PROBLEM? THE SYMPTOMS?

WHERE IS THE PROBLEM?



THE SOUTH SHORE

For the past 8-10 years, the lack of and need for adequate sewage treatment has been a problem for two Lake Superior Coastal Communities. In trying to determine the nature and scope of the problem, the Institute talked to town officials, community people and the Department of Natural Resources to get the following information:

HOW LONG HAS THE PROBLEM EXISTED: 8-10 years

CHANGES: got worse
failing systems
declining growth due to moratorium on development
loss of potential businesses

WHO/WHAT AFFECTED: owners of undeveloped lots
businesses
health
water quality
residents

WHERE: Villages of Cornucopia and Port Wing

SYMPTOMS: Failing systems, raw sewage

CAUSES: High water table, impermiable red clay

FACTORS RELATING TO PROBLEM: cost of systems,no sanitary district

Once you've outlined the scope of the problem, the next step involves finding out who's interested, their level of interest and their degree of involvement.

DETERMINING COMMUNITY INTEREST

This is one of the more difficult tasks in defining a problem or a need. Information like this does not exist in one place. You'll have to dig around for it. Where do you start?

--Go over your notes. Was anyone keenly interested in the problem? Who were they? Did they live in the area affected? Was it an economic or social interest? Do they stand to gain or lose anything?

--Look at those newpaper clippings and notes from meetings. Who wrote the letters to the editor? Where were they from? Who was mentioned in the articles?

--Try to obtain an attendance list from similar meetings that were held. Do you know the people who attended? If not, ask around.

--Think about decisions that may have to be made about the problem. Who makes the decisions, local - regional, state personnel?

--Are there any special interests outside the community (corporate, environmental, political)?

--Make a list of who's affected - by category (women, fishermen, residents, city council persons).

MAINTAIN A CARD FILE.

NAME: _____
ADDRESS: _____
PHONE: _____
INEREST: _____
SOURCE OF CONTACT: Meeting; Article, Mailing List, Referred
INTERACTION: _____
COMMENTS: _____
_____

SUMMARY SHEET three

Getting Organized

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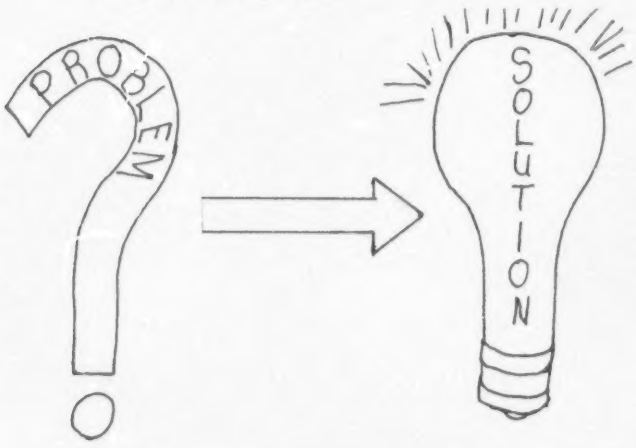
After you find out about a need or problem in your community, you should decide:

1. How to meet that need? That is, what should the situation be ideally?
2. How to get from where you are now to where you want to be?



In plain terms, YOU HAVE GOT TO GET ORGANIZED!!! The first step in getting organized is. . .

I. DETERMINING YOUR GOALS

Goals are merely statements of what you think the situation should be. Once determined, they will help you:

--Organize and record policies;

--Provide guidelines for getting to work, and

--Provide a basis for decisions to be made.

There are two ways to determine goals:

1. Identify existing goals by reading public documents, polls and surveys; talking to officials and community leaders, organizations, attending meetings.

-OR-

2. Determine your own goals.

If you plan to determine your own goals, think in terms of the "end" you want to achieve. There are two types of goals:

1. Long-range (the ideal towards which you're working).
2. Short-range (the steps toward achieving the long-range ideal).

Remember to:

1. Write them in "measurable" terms. Any goals should state the outcome and relay when and how the outcome will be achieved.
2. Be realistic. Try to write goals that can be achieved. Don't "pie in the sky" - it.
3. Look at your goals and arrange them in priority order.

The City of Washburn was interested in setting goals and guidelines for the town's Youth Center. The council wanted citizen input so they invited interested citizens to attend a goal setting meeting. Three separate meetings were held, one for high school students, one for the senior citizens, who share the center, and one for the community at large. The nominal group technique was used to brainstorm and prioritize answers to the question, "What do you think the goals of the Youth Program should be?"

DETERMINING GOALS WITH THE NOMINAL GROUP TECHNIQUE*

The nominal group technique (NGT) is a small group discussion process which can be used to (1) list elements of a problem, (2) identify potential solutions to a problem, or (3) set priorities or goals. This technique can be used successfully to get goals because it:

--Provides a non-threatening atmosphere for participants.

--Focuses on a single question.

--Allows time to generate, clarify and prioritize ideas.

HOW MANY CAN PARTICIPATE?

Small groups of 5-9 people.

HOW MUCH TIME WILL IT TAKE?

About two hours.

WHERE CAN IT BE DONE?

In a room large enough to arrange several groups of people, with plenty of wall space.

WHAT DO YOU NEED TO DO IT?

--Someone who knows the process.
--Someone to record the ideas from each group.
--People to answer the question.
--NGT worksheet.
--Newsprint and magic markers.
--Masking tape.
--Scratch paper.
--Pencils.

HOW DO YOU DO IT?

Before you go through the process,

--Explain the purpose of the meeting (give background information on the problem).

--Explain how the results will be used.

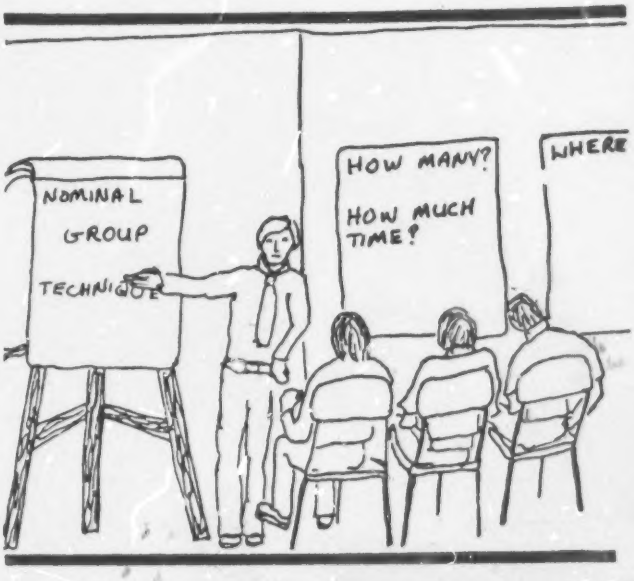
--Describe he process (go through all the steps so people know what to expect).

STEP 1: Generating Ideas
(10 minutes)

Each participant is asked to silently list their responses to the question. Answers should be in short phrases or sentences.

Why?

Each person has time to develop their own thoughts without being interrupted by another's ideas.



STEP 2: Listing Ideas *
(20 minutes)

Each participant gives one of their ideas at a time. The recorder will list ideas in their exact words. The listing of ideas occurs in a round-robin fashion. Each idea is assigned a number. New ideas can be added.

Why?

Each person has an opportunity to share all their ideas. Eliminates domination by vocal group members. Provides a written record of ideas. Easily places conflicting ideas before the group.

STEP 3: Clarifying Ideas
(30 minutes)

Recorder rereads each idea and asks the author for clarification. Each person has a chance to describe why the idea was important. This is not time for debate - final judgments are expressed by voting.

Why?

Helps eliminate misunderstandings about ideas. Avoids focus on any one idea. Allows for discussion without debate.

* - Nominal Group Technique Summary CUNA, Inc., Organizational Development

STEP 4: Voting
(10 minutes)

Post ideas so all participants can see entire list. Have participants independently choose the five most important ideas. After that step is completed, have them rank those five ideas on a scale from 1 (least important) to 5 (most important). Tally votes.

Why?

Establishes a sense of group priorities without formal debate and consensus voting. Displays group priorities.

STEP 5: Wrap-Up
(5 minutes)

Announce top ideas generated by each group. Compare and contrast. Describe how the information will be used.

Why?

Provides a sense of accomplishment.

II. WHO TO INVOLVE

Now that you've determined and prioritized your goals, it is time to outline your work plan. You should consider:

--Who to involve,

--How to use their time, and

--How to let people know about the problem.

It is important to recognize that there is no "one public". You're going to have to identify specific groups or people or "publics" by analyzing who might be affected. Then set up a procedure to collect their ideas and recruit their help. You can consult:

--Established groups.
--Telephone directories.
--Mailing lists from previous meetings.
--Key people.
--Geographic groupings.
--Decision-makers.
--Preservation interests.
--Etc.

The cities of Ashland and Washburn hired a consulting firm to study the feasibility of harbor development. In discussing the need for citizen input, the following list of interested publics was generated:

--Landowners
--Business men
--Industrialists
--Fishermen
--Parks Board
--Recreationists
--Preservationists

III. HOW TO INVOLVE THE PUBLIC

After stating your goals and determining who will be involved, you must decide on a format which will enable you to make the most efficient use of your time and that of the citizens. As stated in Summary Sheet I, citizen participation techniques can serve varied purposes. They may be used to consult a public, to inform a public or to work in partnership with one or more publics. In designing your program, you should determine the nature and scope of the citizen participation activity. Questions to consider include:

WHOSE INTEREST DOES/SHOULD THE PROGRAM SERVE?

Decision-makers, advocates, citizen reactors, interpreters.

FOR WHAT PUBLICS IS IT DESIGNED?

Special interest groups, the community minded, those immediately affected, all "publics".

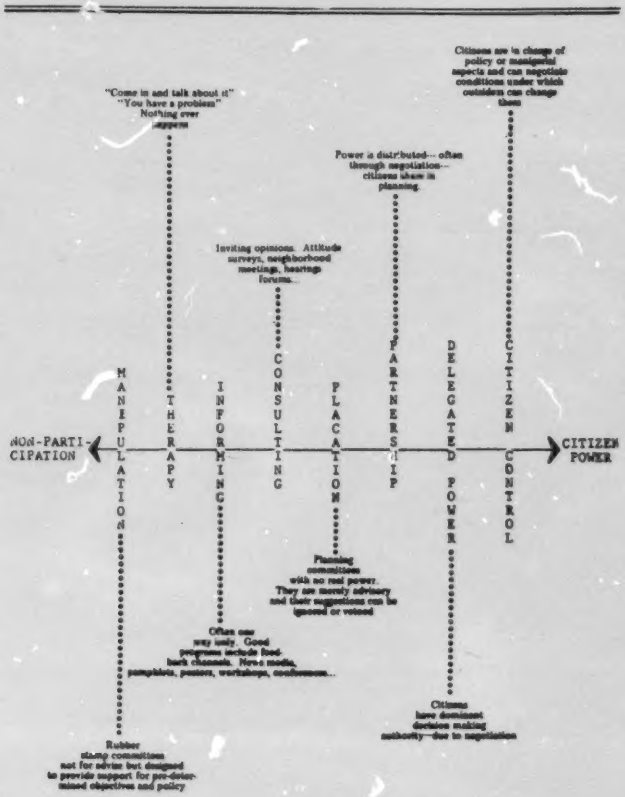
WHAT IS ITS PURPOSE?

To give information, to get advice, to gain support, to determine needs, to organize assistance, to block an action, to increase citizen power. Do you have any objectives?

WHAT WILL IT TAKE?

Personnel, time, finances, citizen time, commitments, resource help, including technicians and lawyers, and materials facilities. What are your restraints?

Once you have determined your objectives and restraints you can design or select a citizen participation process which will meet those objectives. As discussed previously, citizen participation processes form a continuum extending from non-participation to citizen power.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Inviting opinions. Attitude surveys, neighborhood meetings, hearings, forums...
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CITIZEN POWER
Placating committees with no real power. They are merely advisory and their suggestions can be ignored or vetoed
Often one way only. Good programs include feedback channels. News media, pamphlets, posters, workshops, conferences...
Citizens have dominant decision making authority -- due to negotiation
Rubber stamp committees set for advice but designed to provide support for pre-determined objectives and policy

OBJ	Manipulation - designed to "engineer" citizen support	Informing - informing participants of rights, responsibilities and options	Consulting - Inviting citizen opinions, no assurance concers are taken in account	Placating - inviting citizen advice and planning assistance; decisions rest with power holders	Partnership - decisions distributed through negotiations between citizens and decision-makers	Delegated Power - citizens have dominant decision-making authority; citizen veto
mass media/news releases	maybe - if viewed merely as public relations campaign	one-way communication only			decisions distributed through negotiation between citizens and decision-makers	citizens have dominant decision-making authority; citizen veto
personal contacts	maybe - if viewed merely as "covering the bases"	good - however, is not representative of public statement	good - if individual recommendations are systematically recorded			
workshops	maybe - if one way communication is prevalent	good - allows two-way communication	good			
citizen task forces		excellent - citizens develop information with technicians		good - if recommendations result		
questionnaires/surveys		good - if enough details provided	good - provide feedback from "hard-to-reach" publics			
public hearings/ meetings	maybe - if viewed only as "legal requirement"	good - if presentations kept short and visual aids are used	good - if public record is incorporated into final program/proposal			
advisory committees	maybe - if "rubber stamp"	good - often channels for two-way communication	good - gives advice	maybe - has no vote	if in close working relationship	
charrette		good - allows maximum development of necessary data			good - decisions made among all interested parties	
steering committees		good - provides interaction and development of information	good - provides continual guidance		maybe - if final decision rests with officials	good - have dominant decision-making power

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A CLOSER LOOK AT CITIZEN COMMITTEES

In recent years, citizen committees have been the citizen participation technique most frequently used to advise planning and governmental organizations. As problems and issues arise, the typical response is to create a committee to work on it. Sometimes things go well and progress is made. . . and other times the committee will fall apart or go off in the wrong direction. A committee can provide an excellent opportunity for information exchange, consultation and decision-making.

TYPES AND FUNCTIONS	Example
Fact-Finding- collects specific kinds of data or makes certain kind of studies	*Work Groups from South Shore Charrette collecting information on land use, business and population trends*
Advisory - advice on policy, technical matters, programs and studies	*Two-County Transportation Plan Citizens Advisory Group*
Program - plan program for specific events	*Washburn Town Meeting '76 Planning Group*
Coordinating - coordinates activities of two or more organizations or groups	*Project Coordinating Committee for the Coastal Counties*
Steering - makes policy decisions; delegated power	*South Shore Charrette Planning Group*

The function of each type of committee carries its own organizational guidelines. However, there are a few basic criteria of which you should be aware:

1. Define the purpose of the committee in writing so members know <u>why</u> they are serving and <u>what</u> their ultimate goal is.
2. Define the decision-making authority. Does their report stand as it is? Is it referred to another committee? What happens to the final recommendations?
3. Appoint members with a variety of skills, backgrounds and interests. Group effort is enhanced by varying perspectives and group expertise.
4. Lay out (what's expected of each member) in plain language. Time commitments, research, additional responsibilities. Define the end products: what they're working toward.
5. Select a chairperson with leadership skills who will enable all members of the group to participate.
6. Equip the committee with staff time and research capabilities. Bring outside resource people to committee as needed.
7. Vary your meeting technique. Try brainstorming, nominal group prioritization, simulation, presentations, tours, slide programs. Keep it creative.
8. Allow sufficient time for the committee to develop an identity and do its work.

While citizen committees have obvious advantages over other forms of public involvement. . .

+ Variety of skills
+ Variety of opinions
+ Indepth familiarity with problem
+ Free discussion and open feelings on issue
+ Community review and support

. . .there are a few disadvantages. . .

– Time and labor intensive
– Number of persons participating is limited.

While citizen committees provide an opportunity for direct involvement and offer participants a tangible reward, the vast majority of people aren't involved. Therefore, the problem of how to get the rest of the population aware and active remains.

Residents of three communities along the South Shore of Lake Superior were involved in a citizen-based planning process called a charrette. Midway through the process, more specific information needed to be gathered on land ownership, employment and population trends. A need also existed to "spread the word" about the charrette. In working with the Steering Committee, four work groups were organized to address these concerns.

The broad goals of the work groups were to:

1. Involve citizens and their knowledge of problems.
2. Unify the three township area by realization of common problems.
3. Use resource people to help define nature and sources of problems.
4. Inform work group and general public.
5. Lay groundwork for a Planning Conference.

Specific tasks included:

1. Land ownership: Review materials on land trends; survey attitudes; review work of consulting firm.
2. Employment: prepare a list of existing industries, number of employees; a list of number of communities; identify town preferences.
3. Population: survey opinions on taxes/development; find out population trends; determine the number of children and senior citizens.
4. Community contact: organize phone committees; organize public relations campaign, mechanics of charrette, mailing list.

Responsibilities for citizens involved:

--Attending meetings
--Keeping files on information
--Collecting local data
--Contributing suggestions/questions

Responsibilities for the staff included:

--Arranging meetings
--Providing resource people
--Supplying research material
--Helping members draft report

The meetings were organized when the citizens determined the need. All meetings followed this basic format:

<u>1st Meeting</u>

--Introductions
--Outline Tasks/Responsibilities
--Find Chairperson
--Prioritize Tasks/Divide Labor
--Assign Homework
--Set Date/Place for Next Meeting

<u>2nd Meeting</u>

--Share Homework
--Review Background Information
--Assign Homework

<u>3rd/4th Meetings</u>

--Discuss What to do With Information
--Summarize
--Develop Recommendations

The use of citizen work groups decreased the amount of staff time required for information development; increased the role and participation of residents; increased momentum and awareness of the upcoming planning conference and provided a variety of skills and opinions for addressing South Shore problems.

HOW TO GET THEM THERE?

An effective media program for meetings, workshops and hearings serves a dual purpose. First, it attracts participants and brings them to the meeting at an elevated level of knowledge and motivation. Second, it provides at least some information to the many persons interested in the topic but unable to attend. A higher level of awareness of the general public will result if adequate information is disseminated through various print and non-print media.

A media plan could include the following elements:

1. Beginning four weeks prior to the event, a series of feature length articles should be released - one per week. This procedure releases a great deal of background information. The date and purpose of the event would be included in an editor's note for each article.

2. A 30-second taped public service announcement should be released two weeks prior to the event. Having a tape rather than a printed PSA copy greatly increases its utilization. The copy should stress the need for the public to be involved.

3. Press releases one week prior should include visual material. (Photographs, maps, slides).

4. Radio and TV talk show formats should be used the day before or on the day of the event. Arrangements for these should be made a month in advance. Talk shows are a particularly effective means of generating local interest.

While media publicity is important, there are many other sources of exposure:

-A notice of the program should be sent to all area organizations in time - at least one month - to allow groups to list the event in their newsletters.

-Posters describing the event should be distributed at least two weeks in advance.

-If you can identify your audience, postcard reminders to individuals are very useful.

-Church bulletins will generally list upcoming events.

-Displays in a bank lobby or library can be quite visible and successful.

-An ad in the local paper - may be the best $20 investment ever made.

-Phone committees are an effective means of spreading the word.

If a plan similar to the above is implemented, no one will have the oftenheard response: "If I had known about this sooner, I could have made it."

The cities of Ashland and Washburn, Wisconsin were interested in getting residents to attend a meeting on their harbor development plans. Their public involvement program included:

INTERESTED PUBLICS

-Identify interested publics with your staff.

-Mail letters to 25-30 residents whom you feel would have a direct interest in the study.

-Make a special effort to contact industrial interests and owners of waterfront property.

CITY COUNCIL

-Have alderpersons identify and contact two or three people in their wards.

ORGANIZATION CONTACTS

-Contact chairpersons of key community organizations to get word to their membership (e.g., League of Women Voters, Industrial Development Corporation, Boat Club, Civic League, Chamber of Commerce).

GENERAL PUBLIC

-2-3 newspaper features with maps/photographs
-Announcement in "Good Morning" box the day of the meeting.

-Radio spots/talk show.

-Flyers around town (e.g., grocery stores, banks, laundromats, bars).

SUMMARY SHEET four

When all is said and done (when your goals are set, when you've decided on who to involve, how to involve them, and how to get them there), the final and most important phase in getting organized is planning a productive meeting. There are several aspects involved:

–Knowing when to hold a meeting and when not to.

--Assigning tasks to people to run the meeting.

--Selecting a meeting place suitable to the purposes you want to achieve.

--Designing an agenda to accommodate the goals of the meetings.

There are various reasons for holding a meeting...

information-sharing
problem-solving
planning
evaluation
decision-making

. . . and various formats. . .

all-day sessions
debates
small group discussions
panel discussions
lectures.

Whatever the reason or format, a few guidelines may help you decide when to hold a meeting and when not to.

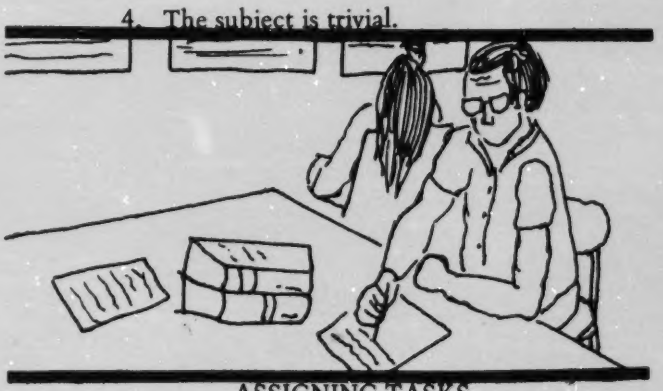
You should hold a meeting when. . .

1. You want advice or information;
2. You want to involve others in making a decision;
3. There is a problem or an issue needing clarification or more information;
4. You want to share concerns; or
5. The group wants a meeting.

Adapted from Doyle & Strauss

Since meetings are time-consuming and require coordination to set up, try to avoid calling a meeting when. . .

1. There is inadequate data;
2. The information can be communicated better by phone, mail or on a one-to-one basis;
3. Your mind is made up; or
4. The subject is trivial.



ASSIGNING TASKS

Once a decision is made to hold a meeting, the next step is deciding who is responsible for what; that is, defining the various ways people will interact.

The Chairperson: A leader or authority figure. Responsible for procedural functions and the content. A moderator.

The Facilitator: A neutral person who understands group process and designs or selects processes to meet preset objectives. The organizer, the person who keeps things going.

The Recorder: Often a neutral person. Keeps a record of what happens, sometimes by recording remarks on a large chart.

The Participant: The opponents, the proponents and those yet undecided.

THE MEETING ROOM

The physical setting of a meeting is an important but often ignored pre-meeting condition. Size, shape, seating, lighting and furniture all interact to create a setting which affects the mood underlying a meeting.

In determining the appropriate setting, ask:

IS THE LOCATION CONVENIENT? FOR WHOM?

What is the average distance people may have to travel from? Too often, meetings are arranged at the convenience of resource persons or agency personnel rather than participants.

> The Title I Rural Development Conference was held in Hayward, rather than in Ashland, Wisconsin, because Hayward seemed to be a more central location - no one had to drive much longer than one hour.

IS THE SETTING PSYCHOLOGICALLY COMFORTABLE?

The court room or county board room is an intimidating setting for many citizens, yet most public hearings are held in those and other fear provoking settings rather than in more comfortable surroundings, such as the High School Auditorium. Likewise, many citizens feel uncomfortable attending meetings held on college campuses.

> When the Ashland Recreation Center held meetings to gather input for program development they scheduled meetings at various social halls and bars in the city. The result was casual and relaxed but also productive.

IS THE ROOM TOO BIG OR TOO SMALL?

Sometimes its hard to accurately estimate how many people will come. A small group may feel diminuative and powerless in a large room. A large group tends to feel cramped and pressured in a small room.

> The Rhinelander Charrette used the City Chambers as a home base. The Chamber Room, large, spacious and unimposing, was readily adapted to accommodate audiences of varied size - for Task Group meetings of 5-10 participants, for Steering Committees of 50-60 participants, and for the Charrette Conference. Smaller groups clustered in corners in circular, working arrangements, larger groups formed a semi-circle arrangement in the center of the room. Often several different groups met at the same time.

ARE THERE ADEQUATE OUTLETS, WINDOWS, RESTROOMS, ETC.?

Don't underestimate the importance of logistics. If you plan to display materials you need wall space. If you are using a large room you may need a microphone. If possible, look the room over beforehand. It's often useful to make a checklist.

____2 or 3 outlets
____windows and other ventilation
____window shades
____writing tables
____adequate seating
____restrooms nearby
____lighting
____acoustics
____wall space or flipchart
____ashtrays
____water, other refreshments
____blackboard and chalk
____extension cord

WHAT SEATING ARRANGEMENT IS BEST

Seating arrangements vary with group size and purpose.

The Circle	Good for discussion and small informal meetings
The Square	If writing space is needed make a circle around a table
The Semi-Circle	Good for discussing a common problem and for displaying materials. Semi-formal.
The Lecture Hall	Good for presenting information to a large group.

PREPARING AN AGENDA

The final step involves preparing an agenda. An agenda is a list or an outline of things to be done in a meeting. It helps keep discussion on track and provide a guide for both the chairperson and participants to follow. A typical format for an agenda includes:

1. A call to order.

   All members recognize the meeting has officially begun.

Conference, data and location identified.

2. Introductions

It's a good idea to have all participants identify themselves in a small gathering and to furnish name tags in a larger gathering.

3. Reports/Presentations

The format of this portion of the meeting will change for every meeting. Remember to keep presentations understandable and visually pleasing (e.g., use audio visual materials). The attention span of an audience is somewhere between 20-40 minutes.

4. Breaks

Depending on the entire length of the meeting, it's often a good idea to take 10-15 minute breaks every 2 or 3 hours. It refreshes people and provides an opportunity for informal exchanges.

5. Summary

It's always a good idea to summarize what occurred at each meeting before everyone leaves. It provides a good review for members and a sense of accomplishment.

RURAL DEVELOPMENT CONFERENCE
March 17, 1977
Hayward, Wisconsin 54843

AGENDA

8:30 - 9:00	Registration
9:00 - 9:15	Welcome/Introduction
9:15 - 9:45	"You're Part of a Larger Community" - - a look at regional resources and planning.
9:45 - 10:00	Reaction
10:00 - 11:00	"What to do First?" - - Small Group Discussions
11:00 - 11:30	"How to Prepare Your Community to Get Something Done" -- a look at agency cooperation and community involvement.
11:30 - 12:00	Reaction
12:00 - 1:00	LUNCH (At the Church)
1:00 - 2:00	Problem-Solving Clinics - -Health Services - -Small Business - -Land Use and Zoning - -Sewer and Water - -Community Recreation - -People
2:00 - 3:00	Problem-Solving Clinics (second round)
3:00 - 3:15	Break
3:15 - 4:00	"Securing Grants and other Things"- A panel discussion on the do's and don't's.
4:00 - 4:30	"The Next Step-Getting People Involved".

SUMMARY SHEET five — Getting To Work

I. DIGGING INFORMATION OUT

A. Community Analysis

A first step is to determine what resources are available within your community. You can begin by consulting the yellow pages of your phone book. Then try your City Directory, the Chamber of Commerce, and your County Agent.

In the South Shore Charrette, a quick look at the yellow pages and conversations with a few area residents yielded the following:

	TOWN OF BELL	TOWN OF CLOVER	TOWN OF PORT KING
RESOURCES NATURAL	Lake Sinkwit Lake Perch Lake Sinkwit River Forests cty/tn	Superior Fisheries Bark Bay and other Estuaries Cranberry River Bark River Creeks Forests cty/tn	Coastline Fisheries Ribon Lake Flag River Forests cty/tn
HUMAN	Senior Citizens Nutrition Center Fire Department Churches Town Board	Fire Department Luttman's Bar Herbster Grade School Vista Del Lago Churches Post Office Britain's General Store SS Ambulance Service SS Mens Club SS Sportswoma Club Town Board	Jardine's Resort Fire Department Cliff's North Star Service Station Port King Cave Farm Port King Grade School Port King High School The Port Bar South Shore Bar The Store Security State Bank Everett's Fishery SS Evangelical Free Church Other Churches Mary's Cafe Post Office Security Insurance Office Town Board

Aside from providing information on who might be available when you need help, this type of analysis is a useful cross-reference for determining if you have all interested groups involved.

B. Resource File

Another useful tool is the contact or resource file. A resource file is simply a compilation of names, addresses and telephone numbers of contributors or potential contributors. For quick reference use 3" x 5" index cards and alphabetize either by name or interest.

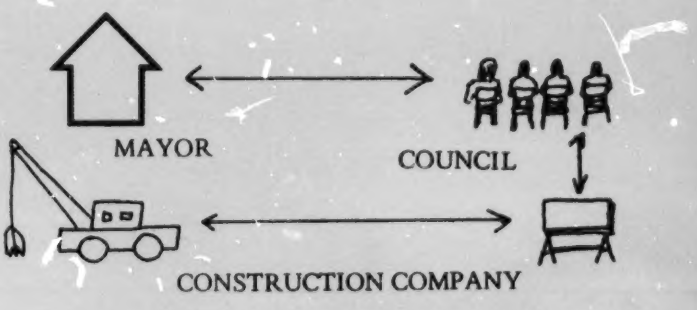
Sewerage Treatment (S)

Name: *Otis, Dick*
Address:
Telephone Number:
What They Can Contribute: *Specialist with UWEX in Alternative Sewerage Treatment Systems, an engineer. Would assist in development of a proposal.*

You may wish to categorize resource help by region, for example:

LOCAL / STATE / FEDERAL
L S F

C. Decision-Making Patterns



It's important to understand how decisions are made in your community and region. First determine who has legislative authority over the concern you are addressing. Is it a Planning Committee decision or are they just an Advisory? If the mayor makes the final decision, it's important to know who he might consult. Would he rely on the opinion of outside experts? His assistant? The RPC? His golfing buddy?

Often the decision-making process is complicated by formal and informal relationships between both individuals and agencies, overlapping jurisdictions, courtesy relationships and personality conflicts. The success of your project may hinge upon such seemingly trivial tidbits of knowledge as "... because of an incident that occurred in 1956, Mr. B. doesn't trust that firm. . ." or ". . . J. knows her stuff,

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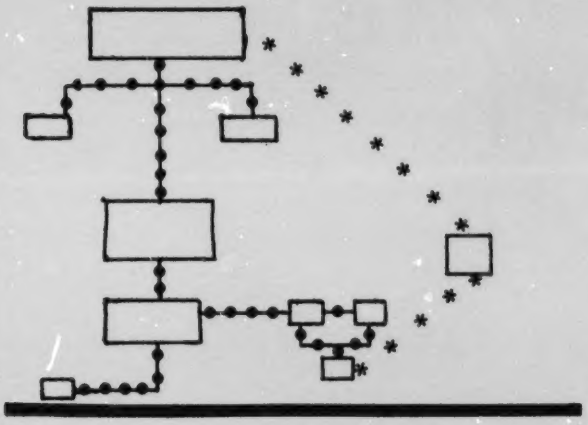
but is uncomfortable under pressure" or ". . .Oh, they were roommates together in college!" A bit of insight into informal decision-making processes sometimes speeds up the red tape. By plotting out decision-making processes you better understand where and how to influence or put pressure on the process and where and why that critical report on those needed funds are being held up.



D. Agency Resources

Often adequate information and technical assistance is not available within your immediate community. One generally free source of assistance is the state agency system. Begin by contacting your county agent, your regional DLAD representative and your area RPC office. In the South Shore communities, while there was extensive local opinion on such matters as taxes, sewerage systems and marinas, there was little local expertise. After a few conversations with regional planners and community development personnel, the following chart quickly materialized:

NEED	ADVISE & TECHNICAL ASSISTANCE	POSSIBLE FUNDING SOURCES
1. Marina	Sea Grant, Corp, RPC	Coastal Zone
2. Sewage Treatment	Sea Grant, DNR, RPC, FHA, UW-Extension, UW, State Legislature, WASHCD	FHA, EPA
3. Municipal Water	Corp, RPC, FHA, DNR	FHA
4. Airport Revitalization	County Board, Engineering Firm, RPC	County Board, CEP, Town Boards, Private Sources
5. Zoning	DNR, UW-Extension, RPC, County, UW-RP, LA, Arch. Resources	Coastal Zone

E. Information Services

Be sure to check out the information sources and data centers in your region. Begin with your local. . .

1. Library - Check the card file. Talk to the librarians, consult the Reader's Guide. Remember, your public library will often order any books or periodicals you request from other public libraries in the state. You may wish to also check libraries on College and Vocational School campuses in your region.

2. Resource Centers - Many private and public agencies have resource centers, libraries and data banks. Some are open to the general public, some require special access or membership.

   a. Oasis 2000: Is a futures oriented Northwest/Central Wisconsin organization which has among other things assembled a large collection of books, magazines and other publications. Membership in the organization entitles you to use of the library. For more information: Box 1, Administration Building, University Director, Rice Lake, Wisconsin 54868.

   b. The Sigurd Olson Institute: The Environmental Information Center (EICH) of the Institute houses an extensive regional resource library which focuses on issues and data of regional importance including land use, recreation, environmental pollution, mining, forestry, and environmental education. The EICH is open to the public Monday through Friday.

   c. The State Planning Office: Is an excellent source for data and mapped information on Wisconsin communities and land resources.

   d. The Regional Planning Commission: Most Regional Planning offices house extensive regional data on the economic, environmental and social characteristics on their constituent communities.

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F. Directories

Other than your telephone directory and your community directory, you may wish to consult:

1. Agency Directories: An agency directory is a compilation of all state and regional agency personnel. Also useful is the Great Lakes Directory of University Research Institutes and Libraries.

2. Conservation Directories: These directories often include up to date information on all environmental and citizen groups within a region. Among them are the:

   - - Minnesota Ecological Register (Published by the Minnesota Association of Commerce and Industry)

   -- Midwest Environmental Directory (Available From the Office of Public Affairs, EPA, Region V)

G. Other Groups

Finally, don't forget to contact other groups within your region who have engaged in activities similar to those you have in mind. They are likely to be valuable sources of information and data and may also provide you tips that will help you meet your objectives without frustrating delays.

II. GETTING EVERYONE TO THE SAME LEVEL

These days community projects, issue analysis and conflict resolution often require complex technical information. Battles over new community facilities and new power plants are fought with an armory of facts. On that battle ground ideas sell on merits and factual realism not emotions or opinions.

In the South Shore Charrette, taxation surfaced as a major concern. The Wisconsin system of taxation is complicated by extensive interrelations formulas and terminology. It's an impenetrable jungle to the average lay person. Before South Shore citizens could comprehend the taxation impact of land use decisions in their region, it was evident that they had to first understand how the taxations system works. So, the Institute contracted with U.W. Ag. Econ. Specialist, Ron Rosner, for a short course on taxation specific to the interests of the South Shore citizens.

Often in Citizen Participation activities, entire programs are designed to bring all participants up to a common informational level.

This was the case in the Title I Citizen Land Use Project. The Sigurd Olson Institute had recognized that before area citizens could have impact on area land use decisions, they needed to know which issues were being addressed regionally, how and by whom. So, one full year was spent meeting that informational need.

The Program

- -- Land use: What is it? Its history and background.
- -- What's going on at state, federal and regional levels.
- -- The concepts underlying land use planning.
- -- Taxation and fiscal impact on land use government ownership and land use.
- -- Zoning as a land use device.
- -- Regional land use pressures.
- -- The land use plan.
- -- The land use decision-making process and how it works.
- -- Critical resources.
- -- Physical limitations.
- -- Methods for citizen involvement. . . NEPA, WEPA, citizen rights.
- -- Specific training. . . How to testify at a hearing. How to organize a group. How to write a press release.

III. ALTERNATIVES

An essential step in the solution process is to consider all the options. Ask:

1. What are the options?
2. What is their feasibility?
3. What are the implications of each?
4. Who gains and who loses in each?

In addressing a highly controversial concern, the establishment of a sanitary district in the Town of Bell, a state expert, Dick Otis, outlined the communities options.

OPTION	IMPLICATIONS
A. DO NOTHING	poor
B. Up Grade Existing Individual Systems	Will they be maintained? good
C. Traditional Sewerage System	
Alternative Systems - municipal	? ? ? ? ? ?
- individual	illegal now

WHO GAINS	FEASIBILITY
some taxpayers	no growth health and environmental
growth oriented business community	state intervention divided community
growth oriented business community	limited growth expense monitoring
WHO LOSES	
clean environment business community local population	growth increased taxes delays
some individuals taxpayers	experimental expensive

IV. SOLUTIONS

In reviewing options it becomes evident that any problem often has more than one solution. Therefore, it's appropriate to consider what type of solution you want.

Lose/Lose Solutions	BOTH SIDES LOSE
Riot Strike Protest	Taking things into your own hands is sometimes the only way to accomplish a task. But while attention is drawn to the issue the gains are often limited, i.e., on strike the union depletes its treasury and the company loses imcome.
Win/Lose Solutions	OFTEN BOTH GIVE A LITTLE - SOMEONE LOSES MORE. . . . BUT there are not always only two sides to an issue.
Majority Vote Executive Decision Jury Trial Arbitration	
Win/Win Solutions	BOTH SIDES WIN - NOT ALWAYS POSSIBLE - The charrette can be win/win consensus oriented technique.
Collaborative Problem Solving Consensus	

V. CONSENSUS

Given a choice w/w solutions like consensus are always preferable. There are several key factors in a consensus process. It's important to select a moderator who is perceived by all parties as a neutral figure. In a consensus process information is often the critical factor. Therefore, it must be adequate to address the problem at hand and equally assissable to all parties.

After years of dispute the Town of Bell finally formed a sanitory district. For years the formation of a sanitary district was a topic so diversive and controversial it seldom came to discussion without generating unresolvable conflict. The charrett provided a vehicle for national discussion of controversial topics. Though a series of meetings, issues were identified, information and resource help was sought and the town citizenry moved from a position based on hearsay and opinion to a logical analysis of the problem, a determination of options and finally to a decision based on realistic alternatives and sound information. The decision was unanimous.

SUMMARY SHEET - #5

Problems & Pitfalls

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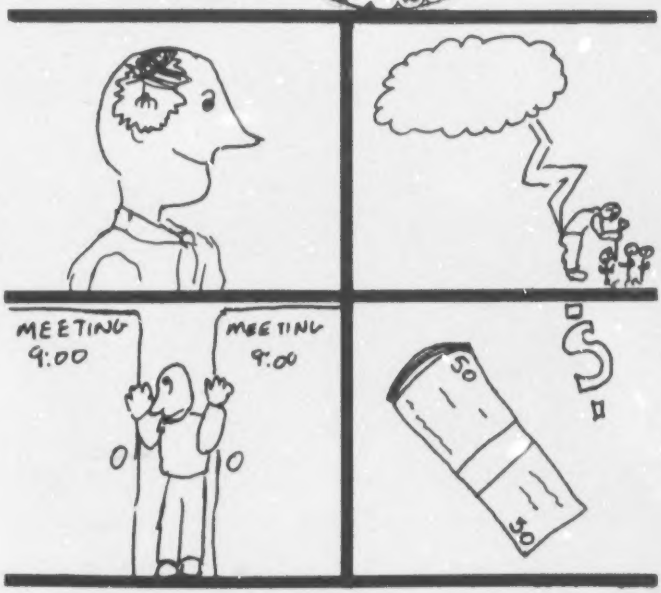
WHAT IF EVERYTHING THAT COULD GO WRONG DID



WHAT IF NOBODY COMES

If you are meeting a predetermined need and experience a lower than anticipated turnout, then something has been miscommunicated or miscalculated.

WHY DIDN'T THEY?

MISCONCEPTIONS: Has your purpose been clearly communicated?

LETS ALL
GET TOGETHER
AND TALK
ABOUT OUR
SCHOOLS

vs.

MEETING:
COALITION TO
SAVE PARKER
NEIGHBORHOOD
SCHOOL

APATHY: What is apathy but a lack of knowledge. Again, are you communicating effectively? Arming citizens with facts and know-how eliminates apathy.

BAD SCHEDULING: Does the date of your meeting conflict with other meeting dates or events? Is the time convenient?

WEATHER: Select an alternative "bad weather" date.

COST: Citizen participation activities are expensive. In addition to their time, citizen participants often have travel, food, lodging and child care expenses. How can you help them offset those costs?

IF THEY DO COME, SOMETHING WILL GO WRONG

WHAT IF NOBODY TALKS?

If the group is non-communicative they may be nonverbally expressing distrust or disagreement. Test it out.

ARE YOUR OBJECTIVES CLEAR?

- - Post them
- - Post your agenda
- - Does it concur with the groups
- - Have them list their concerns
- - Determine the priorities

WHO HAS THE POWER?

ARE THE ROLES CLEAR?

WHAT IF THERE IS CONFLICT?

Have them check their guns at the door. Conflict is not an unhealthy concept. In group situations conflict generally surfaces over issues or over personalities. A good facilitator allows ample time for all concerns to be expressed and equal access to information.

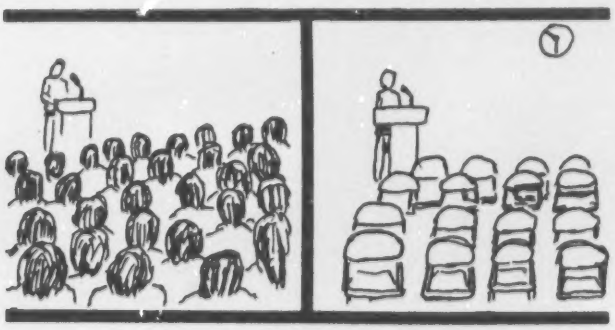
WHAT IF MR. P WON'T SHUT UP?

Timing is critical in both formal and informal meeting situations. How do you deal with a windy speaker? One way is to pre-set an agenda and stick to the time allotted. In a formal setting, it may be necessary to pass the speaker a note with a firm deadline.

WHAT IF I FORGET THE EXTENSION CORD?

One way to avoid minor technical difficulties is to set up the room ahead of time. This also gives you an opportunity to familiarize yourself with the limitations of a setting.

WHAT IF TOO MANY OR TOO FEW PEOPLE COME?



Keep a flexible agenda and alter the process to accommodate to group size.

WHAT IF X COMES?

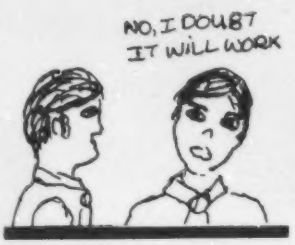
ATTACKER – Launches personal attacks. Try to interrupt the fight by physically moving between them. "Look if you two want to work out your differences, why don't you do it after the meeting. We are here to do a job."

THE BROKEN RECORD
Keeps bringing up the same point over and over again. Try - "Yes, Walter, I know this idea is very important to you. We have it written down on chart two. We won't lose it. We will evaluate later with all the other ideas . . ."

THE KNOW IT ALL - Uses credentials, age and professional status to argue a point. Try - "Yes, we all recognize and respect your experience in this area but the decision will be made by this group as a whole after weighing all alternatives."

THE LOUD MOUTH
A relative of the dominator. Talks too loud, too much and is impossible seemingly to shut up. Try - moving close to them while they are talking. Try talking to them outside the meeting if the problem persists. If necessary, confront them at the meeting. "Leo, you are dominating the meeting and preventing others from participating. If you persist, we may have to ask you to leave."

THE DOUBTING THOMAS- Puts everything down. Try to get everyone to agree not to evaluate ideas for a set period of time. "Wait a minute, Mary, you and the rest of the group agreed not to evaluate ideas for awhile. You just jumped in on Carol's suggestion. Hold off. We'll evaluate later."



WE STILL WON'T ACCOMPLISH ANYTHING

WHAT ABOUT RED TAPE?

Begin with realistic schedules. Remember, there will be delays. Nothing happens over night.

It may be possible to work around delays. FIND OUT WHY AND WHERE THE DELAY EXISTS? WHO CAN APPLY INFLUENCE ON GETTING THE PROCESS MOVING AGAIN? MAYBE YOU CAN GET THAT REPORT RELEASED EARLY. In the meantime, it's important to keep the interest level up.

WHAT IF WE CAN'T GET ANY INFORMATION?

If the information doesn't exist and it's vital, you may have to generate it yourself.

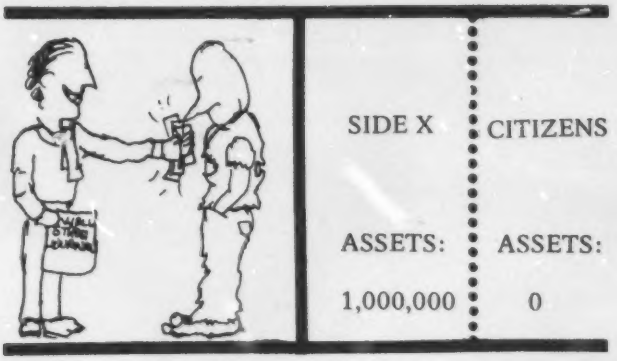
IN THE SOUTH SHORE CHARRETTE, THERE WAS NO INFORMATION ON LAND USE TRENDS. SO, THE CONFERENCE WAS DELAYED SEVERAL MONTHS WHILE THE NEEDED DATA WAS METICULOUSLY GATHERED.

IF THE INFORMATION YOU NEED IS AVAILABLE BUT CLASSIFIED, YOU HAVE A DIFFERENT PROBLEM. CONTACT YOUR LEGISLATORS AND GET THEM TO WORK FOR YOU.

WHAT IF THERE IS TOO MUCH INFORMATION?

If you can't get extra help it may be necessary to revise your schedule and to narrow your focus.

WHAT IF WE HAVE A LIMITED BUDGET?



Welcome to the club. Most citizen activities share the problem of low finances.

- - Learn to do more with less
- - Utilize free or volunteer help
  - from your membership
  - from the local college
  - from the senior citizens
- Utilize free technical assistance as available from
  - within your community
  - the extension system
  - the state agency system

Make it known that you accept donations.

SUMMARY SHEET seven — Getting the Information Out

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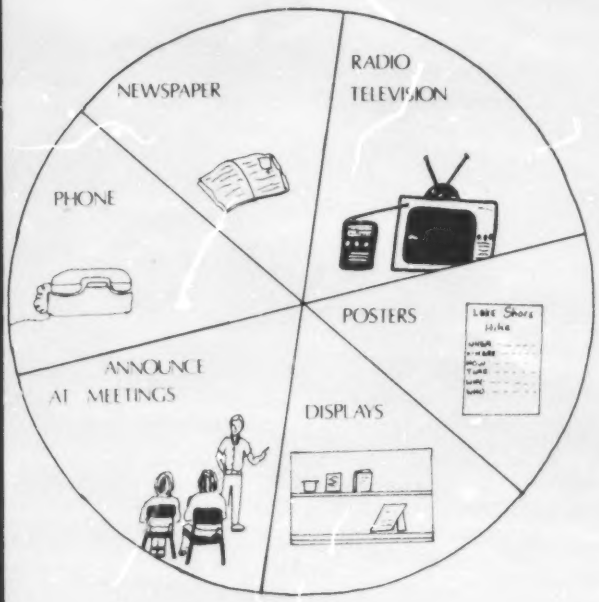
After all is said, organized and done, the most important step in public participation programs is getting the information out. In Summary Sheet Three - Getting Organized, we briefly sketched a public information program designed to get people to come to an event:



These methods of getting people to come to an event are also effective in getting the message back out to those who were not involved. The first step, as in any other phase of public involvement, is to determine what audience you want to reach.

DETERMINING YOUR AUDIENCE

It's up to you to decide what people you want to reach and to determine who might be interested. WHY DO YOU WANT TO REACH THEM? To build membership? To gain public support?

1. Take another look at your goals and objectives. Determine from them who might be interested and those you want to reach.

2. Then, examine listings of public agency personnel and public officials. They are the decision-makers and you need their awareness and approval.

3. Prepare a comprehensive list of citizens, business, political and civic organizations as a basis for regular contact.

4. Decide how far you want your message to go - are there target areas where your information will be of special interest? How localized is your program? Will your event have an impact on people outside the immediate region?

Once you've decided which audience you want to reach, you can begin to develop your publicity.

GETTING YOUR MESSAGE IN THE PAPERS

There is a popular expression that publicity means getting something in to the newspaper. And probably for good reason: most people read the paper every day - almost as a habit. The newpaper is there whenever you want it. As the newspaper is such an important means of conveying information, a few tips and some advice may be in order.

Before you write a news release or develop a feature story, there is some important groundwork to be laid.

Monitor the newspapers in your area. Familiarize yourself with the type of news that gets major coverage. This also gives you a feeling for the extent your program/event/organization is known.

-- Develop personal contacts with the media. Get to know the people responsible for covering your type of news.

-- Provide your contacts with background information. It keeps them posted and their interest level up.

-- Make sure you provide your contacts with advance copies of any major reports, findings and conclusions.

Once you are aware of the reporter's style and the interests of the media, you can begin to prepare news releases.

Perhaps the cardinal rule in developing a publicity program for the news media is to MAKE SURE YOUR NEWS IS NEWSWORTHY!

"NEWS" has certain qualities - check your story for. . .

- -- Importance
- -- Uniqueness
- -- Timeliness
- -- Local Angles
- -- Human Interest

If your event has one or more of these aspects, continue to develop your story. If not, wait until something newsworthy comes along. Don't waste your time - and the editor's - trying to fill a publicity requirement.

There are basically two ways you can approach writing your story: as news or a feature.

NEWS RELEASE

News releases follow a very tight formula in their preparation. The most important points are contained in the first paragraph, called the lead. Successive paragraphs contain more details, but are written in order of decreasing importance.

who what when
where how
important
details
misc.
info

When writing a news release, use

- -- Short words,
- -- Short sentences,
- -- Short paragraphs (2 sentences/paragraphs), and
- -- Direct quotations (they add a note of conversation).

DON'T USE

- -- Adjectives,
- -- Unnecessary words,
- -- Unfamiliar words,
- -- Complex sentences, and DON'T WRITE THE TITLE - let the editor decide.

After you've written the release, MAKE SURE YOU TYPE IT. Use plain white paper, 8½" x 11". Never send carbon copies as they smudge. Leave ample margins (1½") on each side, so editorial remarks can be made. Always include name, address, phone number and date of release. Double or triple space your copy. If your story goes on to a second page, write "MORE" on the bottom or "Add 1". If your story ends on the 1st page, type "# # # " under the final paragraph. Never staple a release - as it is separated in the newsroom. And, a few words on photographs. . . Photographs enhance the visibility of your news release. However, poor photographs may not be printed - or may not reproduce well. Take time to make sure the photograph you send has:

- -- good black and white contrast, and
- -- clear object outlines.

Papers prefer 8" x 10" or 5" x 7" glossies. It's also a good idea to include a caption identifying the photograph. The caption should be typed on plain white paper. Paste the top of the caption to the back of the photo and then fold the caption over the picture. NEVER attach the caption with a paper clip or write on the back.

Northern Environmental Council
P.O. Box 89
Ashland, Wisconsin 54806

For Further Information, Contact:

Walt Pomeroy (715) 682-5564 - Work
(715) 682-5779 - Home
Mike Caswell (715) 682-5564 - Work

FOR IMMEDIATE RELEASE

February 7, 1974

"An investigation and study of the 780 acres withdrawal of County Forest land in Bayfield County was urged of Wisconsin Natural Resources Board by the Northern Environmental Council" according to Walter Pomeroy, Executive Director.

In a letter to DNR Board Chairman, Harold Jordahl, it was stated the study should determine how the public interest be best served with this unique piece of land which is in public ownership; what is the economic feasibility of a large scale second home development at this time due to the fuel shortage. NOREC also requested a study to see if there is adequate financial support to complete the project if allowed to start.

It was pointed out that this 780 acres at the top of what is known as the "Bayfield Ridge" presents an outstanding view of the Apostle Islands, Lake

Superior, much of Bayfield County, and that there is no other place quite like it. It's uniqueness would be endangered by such a large scale second home development.

The Northern Environmental Council has a membership of over 45 organizations from Michigan's Upper Peninsula to the Dakota's. NOREC recently moved to Ashland, which is about 20 miles from the proposed development.

# # #

NEWS FEATURE

News features are a little more flexible in their development. Features usually give a more complete understanding of an issue - or a little more background. Features read more like fiction. The copy leads to a climax. . .

February 3, 1977

FOR RELEASE THURSDAY, FEBRUARY 10, 1977

((Suggested Editor's Note))

This is the first of a 4-part series of articles prepared by the Sigurd Olson Institute of Northland College assessing the potential of wind as an energy source. Part I deals with the early history of wind utilization. Later articles will explore such areas as the cost feasibility of wind systems, current users in northern Wisconsin, the federal involvement and other alternative energy possibilities. All of the stories will focus on private residence applications. A wind energy conference at Northland College on March 5 will cap this series of articles.

THE WINDS OF HISTORY

"You paid about $100-$200 for a windmill in those days--a lot of money. I remember when we were putting up ours. Some of the neighbors came over to watch. One fellow just sort of shook his head and said, 'I don't know where you are going to get all the wind, there are too many windmills up already around here.'" (Ashland native recalling the early 1920's) . . .

. . . So, alternative energy sources can be something old and something new. The old principles combined with new technologies can perhaps bring the "answer blowing in the wind."

(Part II of this series will look at local applications of current wind energy technology).

and usually has the ending tie back to the beginning. Style is dependent on the writer; it can be imaginative, entertaining, free-flowing.

Oftentimes, features are used as a means of building interest in an upcoming event. A lot of information can be conveyed in a series of articles. As such, it is important to include an editor's note explaining the purpose of the series.

GETTING YOUR MESSAGE ON RADIO/TV

Next to newspaper coverage, the radio and television provide a ready source for information dissemination. There are two avenues available for getting your message across:

- writing a public service announcement,
  and
- appearing on a talk show.

RADIO RELEASE

Writing a radio release is similar to writing a news release. . .

- Use short sentences
  and
- Use common words.

HOWEVER, there's a BIG DIFFERENCE because oral memories are a lot shorter. Therefore, there are three important rules to remember in writing for radio:

- A catchy lead is critical. You have to say something to tune them in.

- Sentences should be even shorter than in news releases.

REPETITION is essential - it pays to REPEAT the most important message OVER AGAIN.

Public Service Announcements are usually run in 30 second or 60 second time periods. An important aid to the broadcaster is to note the length of the PSA at the top of the release - and alongside the typed copy.

Radio Release/Water Quality Workshop
60 Second PSA
FOR RELEASE MAY 7th

For further information, contact: Tom Klein (715) 682-4531, Ext. 292

time estimates

"Lake Superior is the coldest, deepest and cleanest lake in the world." Right? Not so. Wrong on all three counts. You do know Superior is the great, Great Lake, but find out a little more. Attend a water quality workshop on Tuesday, May 24th in the Ballroom at the University of Minnesota-Duluth. Attend either the afternoon (1:00-5:30) or the evening (6:30-11:00) session. It's free. It's informational. And it could be exciting.

Sponsored by Great Lakes Tomorrow, an international citizen's organization, the workshop will describe the recently completed Upper Lakes Reference Group Report - an exhaustive study of the water quality of Lakes Superior and Huron. And it will assist you in preparing effective testimony for the important International Joint Commission hearings on this report. Held in late June, these hearings will be your link in helping to shape water quality policy.

Find out more about your lake - its problems, its potential, its future. Bring your questions. Take home some answers. That's Tuesday, the 24th. At UM-D. *(Time, date and place repeated).*

Call (715) 682-4531, Ext. 292 for more information.

catchy lead

TALK SHOWS

Another effective way of getting information on your event out to more people is to appear on a talk show. Whether it's radio or TV,

–View/listen to the show you'll be on. Consider its format, audience and your contribution.

–Meet the show's director beforehand. Discuss all the above. Ask advice.

–RELAX! Talk as if you were in your own home.

–Be cooperative - the host will maneuver you as he/she sees fit.

GETTING YOUR MESSAGE IN PRINT

Today, many agencies, organizations and citizen groups get their message across by publishing their goals, objectives, activities and research. Publications can gain public response to your event and public education. The printed word provides a good summary of your message - and a record for further reference.

While publications come in various sizes, shapes and types, brochures, newsletters, and research/policy reports are the most familiar and the types predominantly used to convey information.

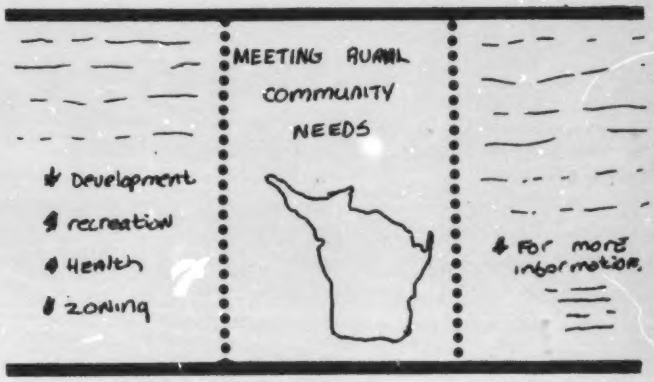
BROCHURES

Brochures are booklets and pamphlets which may be used to briefly describe your organization's, agency's or group's operation, program and goals. They are promotional in nature, printed in large quantities for wide distribution. As such, brochures are colorful, well-illustrated, with few words. When designing a brochure, remember to:

–Include only essential facts. Determine what must be stated. Outline the information.

–Write in a language that entices people to inquire further. Make the message relevant to the reader.

–Strive for simplicity. Don't make messages complicated or technical.



–If possible, design a "logo" that can be readily identified with your project, event or organization. (A logo is an artistic symbol describing the nature of your organization).

–Always include information on where to send for more information.

Content will depend on what you're trying to convey.

NEWSLETTERS

Newsletters are publications for quick reading. They usually contain short reports on actions already taken, notes on things of importance in the future, and perhaps a feature article on a topic of major importance. Newsletters are a means of conveying information to members or interested people on a regular basis or on short notice. Remember that:

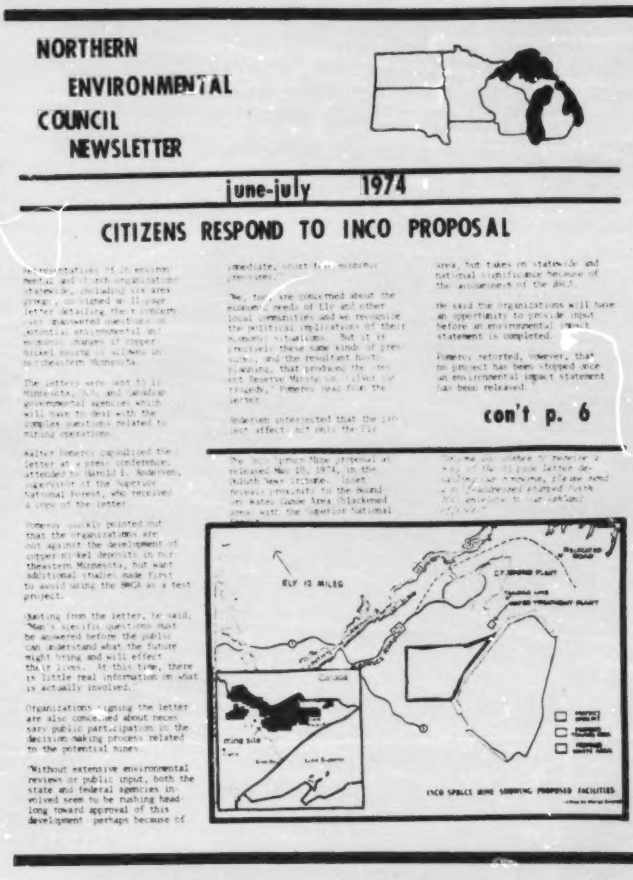
BEST COPY AVAILABLE

--Articles should be short and to the point. (Refer to writing a news story).

--The newsletter should be identified as such and dated.

--Photographs, maps and graphics enhance the newsletter's readability.

--Newsletters should be no more than 8 pages long. More than that, the publication approaches a small report - and is no longer quick to read.



NORTHERN ENVIRONMENTAL COUNCIL NEWSLETTER

june-july 1974

CITIZENS RESPOND TO INCO PROPOSAL

con't p. 6

--A section of your newsletter should be set aside to include its title, publication information and organizational details.

Newsletters can be typed in your own home or office, or taken to a printer. The format will depend on your audience (trying to impress or just get information across) and your budget (photocopied, mimeographed, quick-printed or off-set). Check the yellow pages of your telephone directory to locate a printer. Make an appointment to discuss your organization, budget and printing needs with him/her.

REPORTS

If you have quite a lot of information to get across, research and policy reports are the logical formats. Annual reports, major policy statements, master plans, reviews and analyses all come in this category. There are no hard and fast rules in preparing these reports. The style, format, content and length depend, again, on your audience. Generally:

--Design a cover to include a title, author (if appropriate), publishing organization and date.

--Prepare a table of contents and introduction to guide readers through the publication.

--Include graphics, maps and photographs, if appropriate.

--Include information that adds to the understanding of the document, but is not essential or is too lengthy, in an appendix.

Before publishing your report, review the objectives of this report, what you are trying to convey and toward who the report is directed. Take a look at your printed budget. Then talk to the printer to decide which is the best format for you to use. REMEMBER: money can be saved by the type of paper, color, binding, cover and printing you choose.

GETTING YOUR MESSAGE ACROSS AT A WORKSHOP/CONFERENCE OR SEMINARS

The content of reports, research and major policy findings can also be conveyed through workshops, conferences and seminars. Depending on your goals, audience and the amount of information to be disseminated, the format of the gathering will change.

BEST COPY AVAILABL

WORKSHOPS

Purpose: To allow a small group of people the opportunity to exchange ideas on a particular topic.

Format:
Introductions
Group Discussions/Reports
Work Sessions/Training

Time Frame: 4-8 hours

Advantages:
Groups given focus to develop own interpretations.
High degree of information transfer and exchange.

Disadvantages:
Raised expectation may not be met.
Small group of people in attendance.

SEMINARS

Purpose: To provide a forum in which different publics exchange values, opinions, goals, concerns, express preferences for alternatives.

Format:
Brief formal presentations
Question/Answer Period
Debate

Time Frame: 2-4 hours

Advantages:
Diverse views presented.
Issues clarified.
Lay terminology.

Disadvantages:
Differentiation of fact and opinion
Generalities.

CONFERENCES

Purpose: To provide a forum for indepth presentation on a particular topic.

Format:
Introduction
Formal Presentation
Panel discussions
Summary/Conclusions

Time Frame: 1-2 days

Advantages:
Indepth discussion.
Clarification of issues.
Several aspects discussed.

Disadvantages:
Audience participation limited.
Technical information.

SUMMARY SHEET

Follow-up & Evaluation

ERIC RECEIVED 1980

Once a plan is developed and a course of action is decided upon, it's time to carry it out.

WHAT DO YOU EXPECT TO HAPPEN?

What is a logical outcome of your activity? Can you postulate on alternative outcomes?

In the South Shore Charrette, the Sigurd Olson Institute anticipated that proposed projects would require funding and technical assistance beyond the capability of the South Shore communities. So the development of implementation schemes began early in the process. Most of the needed resources would come from state, regional and federal agencies. Involvement of personnel from these agencies was built into the charrette design. In addition, Sigurd Olson Institute personnel researched agency decision-making patterns and worked closely with agency personnel to develop realistic objectives and deadlines. Therefore, when the South Shore communities decided to proceed on community objectives, the implementation vehicles were ready to go.

WHAT CAN YOU DO TO ASSURE THAT IT DOES HAPPEN?

Watch-dogging takes many forms but always requires perseverance and patience.

Lobbying

Lobbying is the simple act of informing decision-makers or elected public officials of your opinion on an issue. This informing may occur by letter, by telephone, or as a personal visit. Unfortunately, few citizens do lobby and those who do are not always effective.

THE BASICS

Be Specific - *If you are commenting on a bill or issue, try to give the bill number or describe it by popular title.*

Timing is Important - *Don't delay your response. Respond before a decision is made, not after.*

Concentrate on Your Own Delegation - *Your representative needs your vote so is responsive to your views. You have more impact with the County Board member from your district than with one from another part of the county.*

Be brief - *Your opinions and arguments will have a better chance of affecting a decision if they are concise. If you have questions, be specific.*

DO

Offer your own views - not someone elses.

Give your reasons for your position.

Be constructive.

Share expert knowledge if you have it.

Congratulate decision-makers if they deserve it.

DON'T

Don't make threats or promises.

Don't pretend to have political influence.

Don't demand a commitment before the facts are in.

GETTING THE RESOURCES NEEDED

Whether implementation requires a commitment of money or time, acquiring those commitments often takes diligence and patience.

Often community projects which require outside funding like the construction of an airport or a sewerage treatment plant involve several years of planning and several additional years of construction due to funding delays.

Be realistic. Plot out your time lines and restraints.

WHO	RESTRAINTS
Agency	Approved design
HOW MUCH	Must show economic
Maximum 30%	benefit 2-year planning study
TIME LINE	RPC, CZ, HS approval required
Minimum 5-7 years delay	50% matching funds

If your project relies on outside funding you may need the help of someone adept at grant writing. Many cities have community development personnel. Often state agency or planning personnel can be helpful. Area public interest groups may be familiar with proposal techniques and guidelines. In certain instances you may wish to hire a consultant to assist in proposal writing. Don't be discouraged by a lack of experience. Many successful proposals are written entirely by citizens.

Local decision-makers and legislative representatives can be a big help by using their influence to get the gears rolling. Attach letters of support from them and from a broad spectrum of your community. Sometimes a letter from a local official is just enough to free up those extra dollars or that extra planning assistance.

ATTENDING MEETINGS

Even though public meetings are often boring and frustrating, it's important to attend them both to monitor what's happening and to make your presence known. Peristence pays.

KEEPING YOUR GROUP INFORMED

If you are working with a group, it's important to keep up interest and knowledge during the long process of waiting for a decision or monitoring the affects of a decision. You may find yourself in either the formal or informal position of staff to a citizen group.

In the South Shore Charrette, the Town Boards in cooperation with the Sigurd Olson Institute, hired an individual under CEP funding to serve as implementation staff.

This person's resoponsibilities included:

- -- lobbying on behalf of the South Shore citizens
- -- keeping the citizenry of the town boards informed
- -- liaison between the agency personnel and the local officials
- -- assisting in proposal writing

A more formal arrangement is to serve as staff to an advisory group.

After the first year of the citizen land use project, the Sigurd Olson Institute assumed the function of staff to the citizen committee. This involved regular mailings of information on topics and issues the citizens were interested in pursuing and several follow-up meetings and work-shops.

A popular way to maintain an interest level and provide information is a newsletter. Most Regional Planning Commission offices send monthly newsletters to area decision-makers and interested citizens.

EVALUATION

Evaluations are more than a measure of success or failure. Good evaluations are also diagnostic tools - they tell you what you have learned and they point out directions of future activities.

ASK: WHAT DID YOU DO AND HOW DID IT WORK?

Begin by looking back at your objectives. Did you meet them. Why not? What could you have done differently?

WHO SHOULD EVALUATE?

It's often useful to include feedback from all groups involved in an evaluation - the participants, the resource people, the organizers, etc. In some cases it's useful to find an outsider to conduct an evaluation for you. They may see something you missed.

SAMPLE EVALUATION

1. Overall, I thought the Workshop was:
2. Organization and selection of the agenda items were:
3. Opportunities for discussion were:
4. Success in keeping Workshop discussions on track:
5. Balance of viewpoints represented was:
6. The dialogue and atmosphere which occurred was:
7. Convenience of the Hayward location for the Workshop was:
8. The facilities were:
9. Opportunity for discussion at lunch was:
10. Small group sessions were:
11. The afternoon training session was:

    a. Offered skills development which is important to me yes no

    b. Should have offered:_____

    _____

12. The Workshop was designed to offer practical techniques which can be used at local meetings to involve the public in decision making and promote effective public communication.

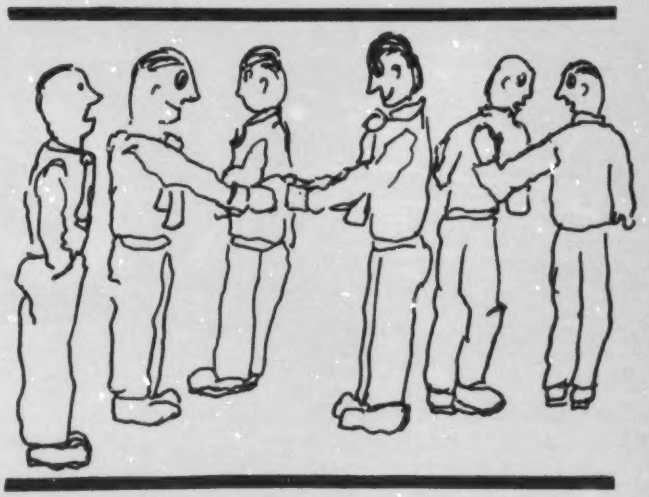
    In your opinion, this objective was:

(Circle one) Excellently Met Adequately Met Not Met

13. We hoped that the Workshop audience would represent a cross-section of individuals involved with the stated subject matter. Did you feel comfortable disucssing your viewpoints with this audience? Yes__ No___

WHO DESERVES A PAT ON THE BACK?

An important part of evaluating is determining who contributed and making sure those contributions are properly acknowledged.



Acknowledgements may take the form of a thank you letter, an article in the newspaper, or a celebration.

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Additional copies of this manual may be obtained from

Sigurd Olson Institute
Northland College
Ashland, WI 54806

Cost: $5.00

We are indebted to the many resource people, local officials and community development specialists who contributed their time and expertise to this program. However, we are particularly indebted to the thirty-three citizen leaders for whom the program was designed. We gratefully acknowledge their commitment, recommendations and the time they invested in becoming involved.

Don Ames
Odanah

Mary Bailey
Cornucopia

Gretchen Barnes
Town of Barnes

Irv Berlin
Mason

Bud Bodin
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Town of Washburn

Henry Buffalo
Red Cliff

Susan Caswell
Sanborn

Veryl Cate
Ashland

Ann Champlin
Solon Springs

Lyell Cowley
Port Wing

Sally Danner
Moquah

Chris Engfer
Bayfield

Betty Franz
Cable

Fred Gall
Cable

Marvin & Ramona Kern
Grand View

Jean Kreher
Ashland

Steve Lewis
Butternut

Russ McGillivray
Herbster

Kathy McGinley
Ashland

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Town of Eileen

Don Newman
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Jerry Novak
Moquah

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